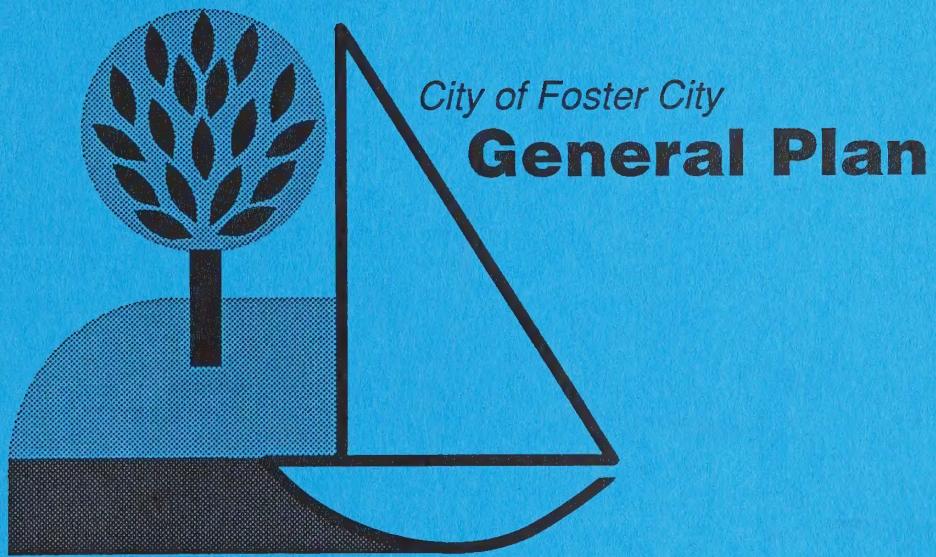


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# General Plan Action Guide

## City Council

General Plan Update

City Council Meeting

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## *City of Foster City* **General Plan**

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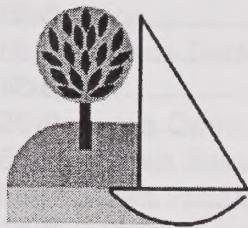
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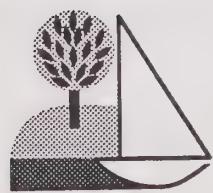
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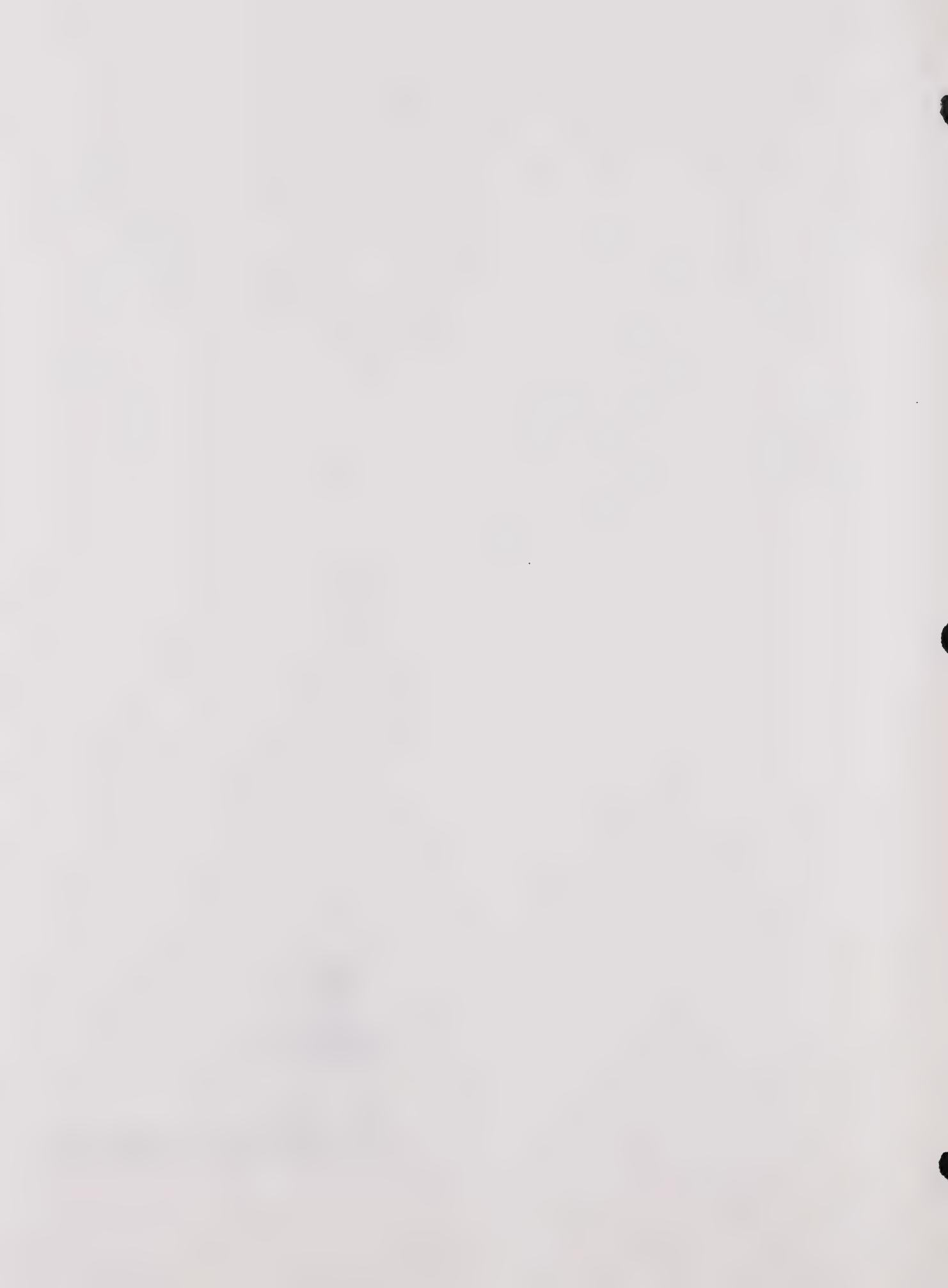
## **General Plan Technical Appendices (in separate documents)**

1. General Plan Update: Policy Paper #1 - Determination of Unmet City Needs (June 20, 1989).
2. General Plan Update: Policy Paper #2 - Land Use Designations for Vacant Lands (August 1, 1989).
3. General Plan Update: Policy Paper #3 - Land Use and Circulation Element, Draft Goals, Policies and Programs (October 3, 1989).
4. General Plan Update: Policy Paper #3 - Revised "Draft Goals, Policies and Programs" Document for Land Use and Circulation Element (October 5, 1989).
5. City of Foster City Traffic Circulation Study, BSI Consultants, Inc., January, 1993.
6. Park and Recreation Master Plan
7. 1991-1996 Capital Improvement Program
8. Section 66477 of the California Government Code
9. Foster City Bikeway System Report
10. The Bay Trail : Planning for a Recreational Ring Around San Francisco Bay, July 1989
11. Median Development Master Plan (1987)
12. Water Conservation Management Plan, KCA Engineers (undated)
13. Table 2: Amount of Purchased Water
14. Table 3: Water Conservation Guidelines
15. Foster City Planting and Irrigation Guidelines, Foster City Public Works Department
16. Table 4: State and Federal Ambient Air Quality Standards
17. "Bay Area 1991 Clean Air Plan", ABAG, Bay Area Air Quality Management District and Metropolitan Transportation Commission.
18. Table 5: Energy Conservation Tips for the Home and Office
19. The Meter Minders' Guidebook, Pacific Gas and Electric Company (undated)
20. Foster City Source Reduction and Recycling Element (July, 1992)
21. Government Code Section Affected by AB 939
22. Summary of AB 4 Requirements (Government Code Sections 12150, 12168, 12169)
23. Permit Number 74-0-22 to fill 382 acres of seasonal wetlands (Special condition 9318-49) including map of Wildlife Refuge Area
24. Foster City Noise Element Background Report (1991) and Foster City General Plan EIR Noise Section (January 1993), Illingworth & Rodkin
25. Housing Element Technical Appendices, 1992 (Population and Housing Trends and Projections; Potential Governmental and Non-Governmental Housing Constraints; Opportunities for Energy Conservation; Evaluation of 1986 Housing Element Goals, Policies and Programs; and Persons and Agencies Contacted)
26. "Study of Potential Housing Opportunity Sites" (February, 1997)





## **Chapter 1. General Plan Introduction**





# General Plan Introduction

## Purpose of the General Plan

All cities in California are required to prepare and adopt a general plan. The California Government Code defines specific purposes and content requirements for general plans. At the same time, the Foster City General Plan is intended to do much more than merely meet legal requirements. It is intended to be a statement of how the citizens of Foster City view their community, how they want it to be in the future, and, most importantly, how they intend to deal with the planning and development issues facing the community.

The General Plan identifies policies and programs addressing the development and redevelopment of land, preservation of parks and open spaces, provision of housing for current and future residents, conservation of natural resources, improvement of the circulation and transportation system, control of noise and protection of life and property from hazards. Additionally, the General Plan assures that tax money is generated to provide the high levels of public services and maintenance of public facilities and infrastructure the citizens of Foster City expect.

The Foster City General Plan addresses these issues and responds to the many changed conditions in the region, county and city since the majority of the City's existing general plan was adopted in 1974. Although the character of Foster City has been established by past land use

## GENERAL PLAN TIMEFRAME

The General Plan covers the time period from 1990-2005. It establishes policies for maintaining the community's existing quality of life through build-out of the City (over the next five-to seven-years) and longer-term. The three primary concerns of the General Plan during this timeframe are:

### ■ *Maintain the Existing Quality of Life*

Protect the integrity and quality of residential neighborhoods and commercial areas by establishing goals, policies and implementing regulations that:

- Assure property maintenance and quality design.
- Protect waterways and the community's water-orientation.

- Continue to emphasize that Foster City is a "master-planned" community with a balance of residential, commercial and recreational uses.

### ■ *Achieve a Successful City "Build-Out"*

Address near-term land use and other development issues that achieve the following:

- Establish policies for vacant lands that consider long-term City needs and infrastructure capacity;
- Reinforce Metro Center as the downtown and major focal point for Foster City.
- Address long-term housing, employment and City fiscal needs.

### ■ *Plan for Potential Renovation and Longer-Term Community Needs*

Plan for long-term city needs to:

- Assure long-term maintenance and preservation of community character, pride and identity.
- Consider the need for flexibility in responding to potential changing economic conditions that may affect neighborhood shopping centers and other commercial areas.
- Maintain the high quality condition of the City's housing stock and infrastructure.

decisions, there are still many decisions to be made over the next 15 years.

## State Law Requirements for General Plans

State law requires that a general plan be an integrated, internally consistent document that includes background data supporting the proposed objectives, policies, standards and actions of the plan. Subject areas that must be covered are land

### STATE LAW REQUIREMENTS FOR GENERAL PLANS

Government Code §65300, §65300.5 and §65302 state:

"Each planning agency shall prepare and the legislative body of each county and city shall adopt a comprehensive, long-term general plan for the physical development of the county or city, and of any land outside its boundaries which in the planning agency's judgement bears relation to its planning. Chartered cities shall adopt general plans which contain the mandatory elements specified in Section 65302.

In construing the provisions of this article, the Legislature intends that the general plan and elements and parts thereof comprise an integrated, internally consistent and compatible statement of policies for the adopting agency.

The general plan shall consist of a statement of development policies and shall include a diagram or diagrams and text setting forth objectives, principles, standards, and plan proposals. The plan shall include the following elements:

- (a) A land use element . . . .
- (b) A circulation element . . . .
- (c) A housing element . . . .
- (d) A conservation element . . . .
- (e) An open space element . . . .
- (f) A noise element . . . .
- (g) A safety element . . . ."

In §65302.1 state law deals further with the matter of General Plans responding to local conditions, stating:

"The general plan shall address each of the elements specified in Section 65302 to the extent that the subject of the element exists in the planning area. The degree of specificity and level of detail of the discussion of each such element shall reflect local conditions and circumstances . . . ."

use, circulation, housing, safety, open space, conservation and noise. The code also permits local agencies to adopt optional elements to reflect and accommodate local conditions and circumstances.

To assist local governments in meeting these responsibilities, Government Code §65040.2 directs the Office of Planning and Research (OPR) to adopt and periodically revise guidelines for the preparation and content of local general plans. The Guidelines are advisory only. Yet, as the only official document interpreting and explaining the requirements of

California planning law, the Guidelines establish standards for assessing the adequacy of local general plans.

State law, court decisions and the Guidelines place extreme importance on consistency of the plan elements and the direct correlation between the data collected and policies formulated. In this respect, the updated General Plan includes the following parts:

**■ Goals and Policies:** Goals, policies, plan proposals and standards have been developed and grouped by the plan elements. Goals are the ideals to strive for, or the desired state of things. Policies establish a recognized community position on a particular issue. General Plan policies are set forth both as written text and as policy maps, such as the Land Use Plan. These are complimentary; written policies set forth the basic approach to be taken while the policy maps show the intended spatial application of the policies.

**■ Implementing Programs:** Specific actions have been identified that the City will try to undertake to implement the Plan. For example, zoning must be consistent with the land use designations in the Plan. The Plan will also need to be updated periodically to remain relevant as a policy document.

**■ Background Information:** Information has been collected, analyzed and documented on specific subjects to provide a basis for selected policies. Background data is provided in each of the Plan Elements (such as Land Use and Circulation, Housing, etc.), technical appendices and the Foster City Community Profile.

### How the Foster City General Plan is Organized

The Foster City General Plan is intended to be useful to all its readers and still contain all necessary information and policies. To accomplish this objective, the plan is structured around ten separate, but highly interrelated, sections. Each chapter is intended to convey a different level of information depending on what the reader wants to know, as listed on the following page:

- (1) Introduction
- (2) Summary
- (3) Land Use and Circulation Element
- (4) Housing Element (*adopted 1992*)
- (5) Parks, Open Space and Conservation Element
- (6) Noise Element
- (7) Safety Element (*to be added*)
- (8) Residential Neighborhoods Conservation Element (*to be added*)
- (9) Implementing Program Priorities (*to be added*)

The General Plan includes two new sections: a Residential Neighborhoods Conservation Element and Implementing Program Priorities. The Residential Neighborhoods Conservation Element provides greater specificity on neighborhood issues and the Implementing Program Priorities establishes relative priorities among all General Plan programs. Technical Appendices have been prepared for various elements which include background data, inventories, projections and other background information to provide a basis for the policies contained in the Plan elements.

In addition to the requirements of California Planning and Zoning Law, the provisions of the California Environmental Quality Act (CEQA) are also applicable to the preparation and adoption of a general plan. The General Plan Environmental Impact Report (EIR) will address the potential environmental impacts of the updated General Plan.

## Implementation of the General Plan

Implementation programs which are a key to achieving the goals of the Plan are listed in each element. All of the programs in the General Plan will require some type of follow-up action; either further study, ordinance adoption, special funding consideration or other public review. The details concerning each program will be evaluated at that time.

The "timeframes" listed with each program in the elements are suggestions only - and are expected to be modified in the Implementing Program Priorities and in each Annual Report on the General Plan (described below). Modifications to the timeframes will not require a General Plan Amendment.

## GENERAL PLAN CONTENTS

### *Introduction*

Introduces the reader to the purpose of the Plan, State law requirements and how the Plan is structured.

### *Summary of the Plan*

Identifies the major goals and key policy features of the Plan intended as a brief overview - or "vision" - of the City's future.

### *Land Use and Circulation Element*

Identifies where and how residential, commercial, office, industrial, recreational or institutional activities take place and the interrelationship between land use and circulation. Included are recommendations regarding the location and general scheduling of transportation improvements.

### *Housing Element*

Establishes targets for new housing and protection of existing housing.

### *Parks, Open Space and Conservation Element*

Identifies and protects key natural environment and recreation features.

### *Noise Element*

Evaluates noise sources and provides standards to reduce noise impacts.

### *Safety Element*

Addresses hazards which must be considered in order to assure a safe and healthy community (*to be added*).

### *Residential Neighborhoods Conservation Element*

Provides greater specificity on important planning issues facing each residential neighborhood (*to be added*).

### *Implementing Program Priorities*

Groups all of the General Plan programs into implementation priority categories - intended to be updated annually (*to be added*).

The list in the Implementing Program Priorities section establishes "higher priority" programs based on community needs, immediate health and safety concerns, pressing development issues or opportunities, and legal mandates which must be fulfilled.

The list of program priorities will:

- (1) Highlight actions the City is committed to undertaking immediately after the General Plan's adoption;

- (2) Establish priorities when future decisions are made concerning the City's Capital Improvement Program (CIP) and the budget;
- (3) Provide greater assurance for businesses, developers and the community concerning future plans and improvements;
- (4) Identify both short-term and long-term solutions consistent with future development needs; and,
- (5) Allow easy updating consistent with changing priorities, funding capability, etc.

The General Plan also recommends the preparation of an **Annual Report** on the General Plan. The Annual Report will evaluate General Plan programs to establish each year's work priorities.

The primary instrument for implementing the General Plan is the Zoning Ordinance. The Zoning Ordinance includes various land use districts consistent with the General Plan. Each parcel of land in the community is designated with one of those districts. Written regulations establish standards for design review, minimum lot size, building height and setback limits, lot coverage, parking, and other development parameters within each land use zone. Property maintenance is also a key City regulation intended to implement the goals and policies in the General Plan to assure the preservation of existing development quality.

### **Future Review and Amendment of the Plan**

Any interested citizen may submit a request to have a proposed amendment of the plan considered. State law restricts the number of amendments to four each calendar year, although each amendment may encompass a series of individual changes to the Plan. The City Council, by resolution of a majority of its members, may also initiate a proposed amendment at any time it deems suitable or appropriate.

Plan amendments will be considered by the Planning Commission, which will make a recommendation to the Foster City City Council. Since General Plan Amendments are legislative

### **RELATED GENERAL PLAN DOCUMENTS**

#### *Community Profile*

The Community Profile provides an overview and detailed statistics regarding population and selected conditions in the City.

#### *Technical Appendices*

Technical Appendices have been prepared for each element of the General Plan. They include data, inventories, projections, and other information related to the City to provide a basis for policy formulation contained in the Plan elements.

#### *General Plan EIR*

The General Plan Environmental Impact Report (EIR) will address the potential environmental impacts of the updated General Plan.

#### *Future Studies to be Conducted After Plan Adoption*

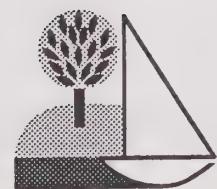
The General Plan calls for a number of special studies that will supplement information contained in the General Plan and which may also result in future amendment of the Plan.

actions, the final decision is made by the City Council following a public hearing. General Plan amendments will be published as follows:

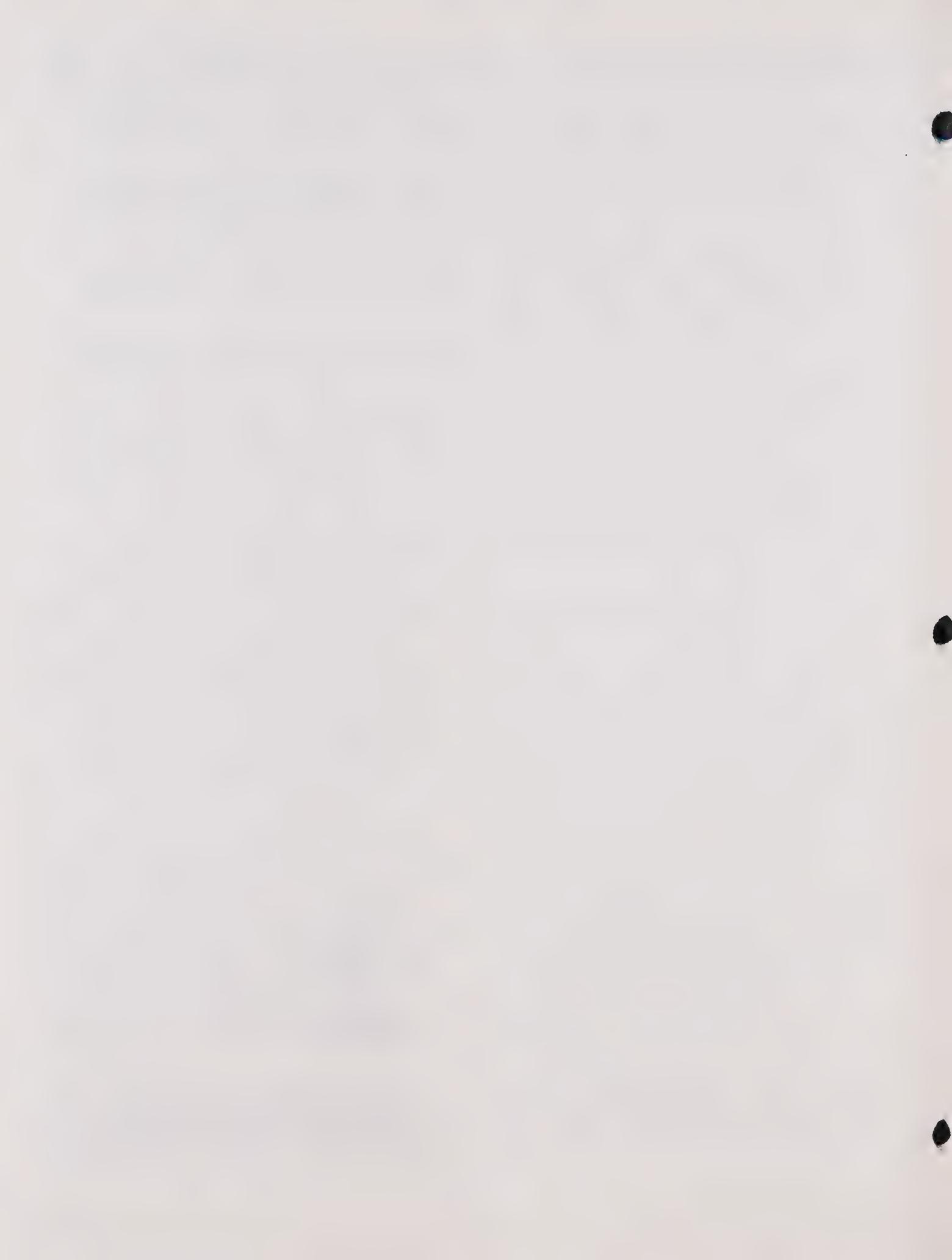
■ **Policy and Text Changes:** Changes to the policies and other text of the plan shall be published on pages which may be inserted in the appropriate locations as replacement pages or additional pages in the applicable element. The effective date of the last adopted amendment shall be referenced on the pages with changes or additions. Changes in the timeframes of implementation programs will not require a General Plan Amendment.

■ **Map Changes:** Amendments to the land use plan maps and other policy and informational maps shall be published on pages which may be inserted in the document; periodic revisions of the original document maps shall incorporate all of these changes which have accumulated since the previous revision. The date of the amendment shall be noted on the map for each area amended.

A comprehensive review and revision of the plan will be undertaken at least every five years, following the first such review expected to occur in 1998.



## **Chapter 2. General Plan Summary**





# General Plan Summary

## Overall Intent of the Foster City General Plan

Foster City is a "Planned Community", constructed and implemented on the basis of an organized program of development that was conceived over 30 years ago. The City was originally designed to be a suburban community with a clear community center (Metro Center) and an industrial base to support required services. While Foster City is a relatively young, yet still developing community, it is anticipated that by the year 2000 the City will reach its build-out in accordance with the concept of the original land use plan.

The General Plan also recognizes the advantages of Foster City's central Bay Area location and easy access from State Route 92 and Highway 101 as important Foster City assets. As shown on Map GP-1, Foster City is favorably located near employment centers in the San Francisco Peninsula and Central Alameda County areas by its location midway between San Jose and downtown San Francisco and to the East Bay via the San Mateo-Hayward Bridge. In addition, the City itself has developed as a local job center.

Map GP-2 shows the Foster City Planning Area. The 1993 General Plan continues the intent of the original master plan. In addition, even greater attention has been given to making residential neighborhood preservation a central lynchpin of the



## THE VISION OF FOSTER CITY AS PRESENTED IN THE FOSTER CITY GENERAL PLAN

The 1993 Foster City General Plan is built around the following three (3) major themes:

- (1) Foster City was originally designed to be a full service city with a character defined by residential neighborhoods, supported by commercial and light industrial land uses. The foremost theme of the 1993 General Plan is therefore about:
  - *Preserving, protecting and enhancing the physical and social environment of residential neighborhoods.*
- (2) Foster City is a relatively young city that has not reached build-out and has several large undeveloped tracts of land - most of which are owned by the City. It therefore has the opportunity to review its development to date, determine what must be done to achieve its historic and future goals and to engage in the task of:
  - *Defining the unmet needs of the City, as a physical entity and as a population, now and in the future, and planning the use of remaining undeveloped properties so that they fulfill those unmet needs.*
- (3) While it is a young City, Foster City has several significantly sized and located industrial and retail properties showing signs of physical decline. These properties have a significant long-time vacancy rate, use expensive land inefficiently, are too small or inefficiently designed to meet the requirements of the current (and expected future) market or are experiencing difficult financial times. This is due in large part to the fact that they were built 20-25 years ago. Since then, markets, the retailing industry and user needs have changed to the point that in order to maximize the use of these properties for the benefit of current residents, the day-time work force and the property owners, the City must set about:
  - *Planning for and anticipating the redevelopment and/or renovation of existing unused, underutilized and failing or likely to fail land uses and/or structures.*

General Plan. The neighborhoods are shown on Map GP-3. In this way, all decisions will be weighted against their impact on residential neighborhoods and, to further this goal, the General Plan includes a Residential Neighborhoods Conservation Element to preserve specific

neighborhood qualities and thereby preserve the health of the City.

The General Plan recognizes the advantages of being a relatively new, planned community. These conditions include: (1) Highway 92 separates potentially conflicting uses from residential neighborhoods; (2) the housing stock is in relatively good condition; (3) industrial areas are in relatively good condition and contain mostly "clean" industry; (4) the City has been consistent and diligent in requiring property maintenance - there are no deteriorated areas (although there are scattered properties in need of renovation); and (5) the existing infrastructure has been generally well maintained and regular maintenance is performed on streets, sewer, water mains and other facilities.

While significant renovation is not yet necessary, the City still must make a concerted effort through its property maintenance, design review and planning regulations to maintain current conditions and to plan for renovation as it occurs. Potential problems to be addressed in the future include:

- (1) Developing consensus regarding the High School site;
- (2) Changing the original Foster Plan when market conditions change, commercial properties fail and new land uses are appropriate;
- (3) Completing the street network to support build-out as originally and currently planned;
- (4) Maintaining the architectural integrity of the original residential unit designs as people seek to expand houses to accommodate growing families and changing needs;
- (5) Balancing small sites and the need to allow room additions with the impact on surrounding properties;
- (6) Defining the proper role of design in city planning balanced against the needs of people and supporting institutions; and

### RELATIONSHIP OF FOSTER CITY'S PAST PLANNING TO FUTURE PLANNING NEEDS AND ISSUES

Foster City has been committed to continuing the basic intentions of the 1961 master plan and maintaining the qualities, appearance and scale of its residential neighborhoods and commercial areas. The primary concerns of the 1993 Foster City General Plan are:

- *How does the community preserve the character and quality of the City as it is TODAY as the City reaches build-out?*

Key issues include: Quality architecture and appearance; waterways and water orientation; continuing the emphasis that Foster City is a "master-planned" City; improving the City's tax base to pay for desired services; and assuring that City streets, facilities, parks and other amenities are maintained and improved to respond to City-wide and neighborhood needs.

- *Where are there likely to be changes in market conditions IN THE FUTURE that require the City to respond with new thinking and plans? How does the community reconcile those changes in market conditions with its vision of the City as it is and ought to be? What opportunities exist for the City to guide the market and produce what is most beneficial?*

Key issues include: Integrating new development with the design, infrastructure and environmental conditions in the City; establishing a long-term perspective on City service needs; and identifying measures for any changes to assure consistency with City character.

- *What are the City's LEGAL OBLIGATIONS to meet State imposed mandates and goals and how can the City do so in a manner consistent with the community's vision of the City as it is and ought to be? How can the City be "regional" in its planning without sacrificing its sense of what the community wants for the City?*

Key issues include: Increasing State mandates; and responding to regional needs in a manner consistent with Foster City's goals.

- (7) Providing some focus and "gathering place" for residents to improve community identity and bring together unrelated neighborhoods - which is the purpose of Metro Center as envisioned in the original master plan.

## Historic Development of Foster City

Foster City had its beginning as reclaimed marshlands devoted to dairy farming and evaporation ponds - called Brewer Island. During the late 1950s, T. Jack Foster, in association with Bay Area developer Richard Grant, purchased an option to acquire Brewer Island for the development of a complete community. In order to finance the necessary improvements, Foster was successful in obtaining State legislation in 1960 to create the Estero Municipal Improvement District (EMID), California's first such public agency. The district board of directors was granted most of the governing powers associated with an incorporated municipality, except the powers to carry out municipal planning functions, such as the ability to zone land and approve development and certain other police powers.

Because the County of San Mateo retained the authority to approve development permits, T. Jack Foster prepared a master plan for the development of Brewer Island (Foster City) and submitted it to the County in 1961. The plan envisioned a self-contained, balanced community with a variety of housing types, waterfront lots and parks, an internal lagoon for public recreation, marinas, offices, stores, industry and public services. The City was to be developed as a cluster of nine residential neighborhoods, a commercial/governmental center, an industrial area and neighborhood shopping centers. Most of the neighborhoods were planned for a variety of housing, from single-family homes on individual lots to high density apartments. The Town Center, to be focused on an interior lake, was to include a combination of community and regional commercial services, offices, government agencies, entertainment establishments and parks.

The County Board of Supervisors approved the Foster City plan in 1961. By 1964, the first families had moved into Foster City. As the City developed, residents came to realize that their lack of representation on the EMID Board made it difficult to affect Board decisions regarding development and taxation issues. T. Jack Foster & Sons relinquished control of the EMID Board to residents in 1970 and the EMID Board began incorporation proceedings. Foster City was incorporated in April,

1971, with the newly elected City Council assuming the powers of the EMID Board.

In 1972, shortly after incorporation, Foster City's first General Plan was adopted which maintained the basic concepts of the original master plan. The Land Use and Circulation Element of the City's existing General Plan was adopted in 1974, with other elements adopted at various times thereafter. The dates of adoption of specific elements of the current Foster City General Plan include:

- (1) Land Use and Circulation (1974)
- (2) Open Space and Conservation (1974)
- (3) Noise (1976)
- (4) Scenic Highways (1977)
- (5) Safety (1979)
- (6) Seismic Safety (1979)
- (7) Housing Element (updates adopted in 1986 and 1992)

There have been a number of amendments to the General Plan since it was adopted. These have covered a range of elements, but most of the amendments have been to the Land Use Element. The Housing Element was updated and adopted in 1986 and again in 1992 to comply with State law requirements.



In 1981, the City formed a Community Development Agency (CDA) and adopted a Community Development Project Area Plan. The purpose of the Agency is to stimulate more diversified and stable economic growth and fund capital improvement projects addressing problems of circulation, parking, economic obsolescence and lack of public facilities in the project area. The Agency receives "tax increment" funds which consist of the increases in property tax after the year the Agency was created. The Agency is also obligated to spend a minimum of 20% of the tax increment funds it receives on low and moderate income housing.

### Future Economic, Social and Planning Trends and Assumptions

Listed below are some of the major planning factors important to Foster City and the assumptions about them, upon which anticipated conditions are based.

- (1) **Limited Land Supply/High Land Prices.** The limited supply of and high demand for land will maintain the very high prices for development sites and existing housing.
- (2) **Public Funding Capability.** A long-standing City goal has been to meet local service needs and maintain high quality public services. Local governments in general are expected to continue to have significantly less funding capability for capital facilities, improvements and maintenance costs. The Community Development Agency (CDA) will continue to be a key source of revenue for maintenance and improvements until its expiration.
- (3) **Household Characteristics.** There will be a continuing trend toward smaller, one-parent households although the decrease in average household size is not expected to be as great as the last ten years. ABAG projects a decline from 2.64 persons per household in 1980 to 2.45 persons per household in the year 2005. The number of workers per household is projected to decline from 1.59 in 1980 to 1.48 in the year 2005.

(4) **Scale and Density of Development.** The City will continue to have typical low scale suburban style buildings south of East Hillsdale Boulevard, with new suburban center style mid-to-high rise buildings north of East Hillsdale and east of Edgewater Boulevard in mixed use developments. The City already has higher than typical suburban densities in residential neighborhoods. The percentage of multi-family units (townhouses, condominiums and apartments) is expected to comprise about 65% of the housing units in the City at build-out.

- (5) **Housing Conservation.** Conserving the structural aspects and appearance of existing housing units and properties will continue to be a key emphasis of City actions.
- (6) **Community Character.** Even though there are a number of planning choices available to the City, there are basic attributes that future planning should protect, including: (a) the "planned" character of the community; and (b) the integrity and design quality of Foster City's residential neighborhoods.

### How the General Plan was Prepared

The City encourages a high degree of public awareness and involvement in the consideration of planning issues. Preparation of the Plan was assisted by a number of publicly noticed study sessions with the Foster City Planning Commission.



The Planning Commission also reviewed several "Working Drafts" of each chapter of the General Plan.

The General Plan is also based on inter-departmental and inter-jurisdictional cooperation and assistance to the fullest extent possible. Through meetings, noticing, interviews and review of draft elements, the General Plan work has been coordinated with various City departments, County departments, schools, utilities, City of San Mateo, etc. On a broader scale, the General Plan has been coordinated with regional, state and federal agencies. A partial list of agencies and groups notified or contacted during the General Plan update is shown to the right.

### Goals for Each Element of the Foster City General Plan (1993-2005)

The following broad goals provide a "vision" of what the community intends to be like in the future. The goals serve as the basis for more specific policies and implementation programs contained in each element of the General Plan.

#### *Land Use and Circulation Goals*

**LUC-A Preserve the Quality of the City's Residential Neighborhoods.** Preserve and strengthen the identity and qualities of Foster City's residential neighborhoods and assure that: (1) all new development, renovation or remodelling are harmoniously designed and operated to integrate with the existing neighborhood; (2) noise, traffic and other conflicts between residential and non-residential land uses are eliminated to the extent possible; and (3) each residential neighborhood has access to a developed park or park-like recreational area within walking distance to most residents, and that park facilities are well maintained, diverse and adequate to meet the needs of residents.

**LUC-B Promote Proper Site Planning, Architectural Design and Property Maintenance.** Ensure high quality site planning and architectural design for all new development, renovation or remodelling and require property maintenance to maintain the long-term health, safety and welfare of the community.

#### AGENCIES AND GROUPS CONTACTED FOR THE GENERAL PLAN

##### *Local Utilities, Agencies and Groups*

- a. Foster City Chamber of Commerce
- b. San Mateo-Foster City School District
- c. San Mateo Unified High School District
- d. Pacific Bell
- e. Homeowner associations
- f. City Council
- g. Planning Commission
- h. Pacific Gas and Electric
- i. Parks and Recreation Committee
- j. Service clubs (Lions, Rotary, Kiwanis)
- k. Shopping center owners/managers
- l. Major property owners

##### *Regional, State and Federal Agencies*

- a. Association of Bay Area Governments
- b. California Department of Transportation
- c. Metropolitan Transportation Commission
- d. Audubon Society
- e. Regional Water Quality Control Board
- f. U.S. Army Corps of Engineers
- g. Bay Conservation and Development Commission
- h. Bay Area Air Quality Management District
- i. SamTrans
- j. Department of Fish and Game
- k. Division of Mines and Geology
- l. Dept of Housing and Community Development
- m. State Lands Commission
- n. U.S. Fish and Wildlife Service
- o. Department of Parks and Recreation
- p. State Clearinghouse
- q. State Office of Planning and Research

##### *Other Cities/County*

- a. San Mateo (Planning Department)
- b. Belmont (Planning Department)
- c. Redwood City (Planning Department)
- d. San Mateo County (Planning Department)

**LUC-C Provide for Economic Development.** Provide for economic development which: (1) maintains the City's ability to finance City services and construction and maintenance of public improvements; (2) offers local employment opportunities for Foster City residents so that inter-city commuting can be reduced; (3) assures the availability and diversity of resident-serving goods and services; and (4) allows for specialized commercial uses, such as automobile service stations, water-oriented commercial uses and day care facilities.



#### **LUC-D Maintain a Variety of Land Uses.**

Maintain land designated for a variety of residential, commercial, light industrial, recreational and public institutional purposes which: (1) provide a mix of housing types, densities and tenure; (2) ensure that a variety of commercial and industrial goods, services and employment opportunities are available in Foster City; and (3) offer a range of recreational and public facilities to meet the needs of Foster City's residents.

#### **LUC-E Reinforce Metro Center as a City-Wide Focal Point.** Establish and reinforce Metro Center as the Focal Point of the City and enhance the potential of Metro Center as a competitive business and activity center and specialized mixed use living environment.

#### **LUC-F Provide Adequate Services and Facilities.** Ensure that new and existing developments can be adequately served by municipal services and facilities.

#### **LUC-G Assure Safe Industrial Uses.** Ensure that industrial uses are safe and strictly control any industrial by-products or emissions which may adversely affect the health or safety of Foster City residents or workers and the overall environment in Foster City.

#### **LUC-H Encourage Mixed Use Projects.** Encourage mixed use projects, with the residential portion of mixed use projects built at the maximum allowed densities to reduce trips to, from and within the City.

#### **LUC-I Provide for Diversified Transportation Needs.**

Develop, improve and maintain a circulation system which provides efficient and safe access for private vehicles, commercial vehicles, public transit, emergency vehicles, bicycles and pedestrians.

#### **LUC-J Maintain Acceptable Operating Conditions on the City's Road Network.**

Maintain acceptable operating conditions on the City's road network at or above Level of Service D and encourage the maximum effective use of public and private vehicles, reduce the growth in peak hour traffic volumes and reduce single passenger trips.

#### **LUC-K Provide Adequate Parking.** Ensure that adequate off-street parking is incorporated into new projects and designed for safe and effective circulation.

### ***Housing Goals***

#### **H-A Reinforce the City's Commitment to Meeting Housing Needs.** Establish and monitor goals, policies and programs to address the City's housing needs, encourage public participation in all housing policy matters and promote equal housing opportunities.

#### **H-B Protect Existing Housing, Community Character and Resources.** Maintain the high quality of existing housing and community character and assure energy efficiency in new and existing housing.

#### **H-C Complete City Buildout to Increase the Supply of Housing.** Assure excellence in architecture and site planning in all new projects, provide a variety of housing types and tenure and meet the City's "fair share" of regional housing need.

#### **H-D Address Affordable Housing and Other Special Needs.** Meet the City's "fair share" of very low, low and moderate income housing need and the needs of special groups, including the elderly, handicapped, small and large families, single parents and local workers.

## **Parks, Open Space and Conservation Goals**

### **PC-A Provide Sufficient and Diverse**

**Recreational Opportunities.** Provide sufficient and diverse recreational opportunities for all Foster City residents through the development of new recreation facilities as needed, given available funding and support, and the construction of additional park amenities in existing parks and elsewhere in locations where deficiencies have been identified or opportunities occur.

### **PC-B Maintain Existing Recreation Facilities.**

Maintain current park amenities and infrastructure in a safe, attractive and functional recreation environment.

### **PC-C Maintain and Improve the City's Pedway and Bikeway System.** Maintain and improve the pedway system that surrounds the city and the walkway system that provides safe access to parks, schools and other streets.

### **PC-D Protect Open Space Resources.** Preserve undeveloped open space areas sufficient to meet the long-range open space needs of the city for maintaining visual buffers between developed areas, preserving natural and man-made resources, minimizing health and safety hazards in the city and providing recreation.

### **PC-E Provide Public Access and Use of Open Space.** Acquire or obtain public access to and use of open space areas noted for unique natural qualities.

### **PC-F Provide Adequate Open Space to Serve Existing and New Development.** Assure the provision of adequate open space to serve existing and new development and preserve existing open

spaces with public access easements within private commercial developments.

### **PC-G Protect and Conserve Natural Resources.** Protect and conserve wildlife habitat, energy resources, land resources, air quality, and the quality and quantity of water resources.

## **Noise Goals**

### **N-1 Assure that the Noise Impacts of New Development or Redevelopment of Property is Done in a Manner that is Compatible with Existing Land Uses.** Assure the appropriateness of new development with the noise environment of Foster City and establish mitigation measures for any changes in land use as are reasonably necessary to assure compatibility with the surrounding area.

### **N-B Preserve and Improve the "Quiet Ambiance" Within Existing Neighborhoods.** Protect neighborhoods by providing an acceptable noise level throughout the community and by identifying and alleviating or minimizing existing noise problems where possible.

## **Safety Goals**

*(See the 1979 Safety and Seismic Safety Elements - to be revised at a later date)*

## **Residential Neighborhoods Goal**

### **RN-A Eliminate Conflicts with Residential Neighborhoods.** To the Extent Possible, Eliminate Noise, Traffic and Other Conflicts between Residential and Non-Residential Land Uses and Activities.

## **Implementation Priorities Goals**

### **I-A Assure Implementation of the Foster City General Plan.** The City will take an active leadership role in assuring the implementation of General Plan programs.

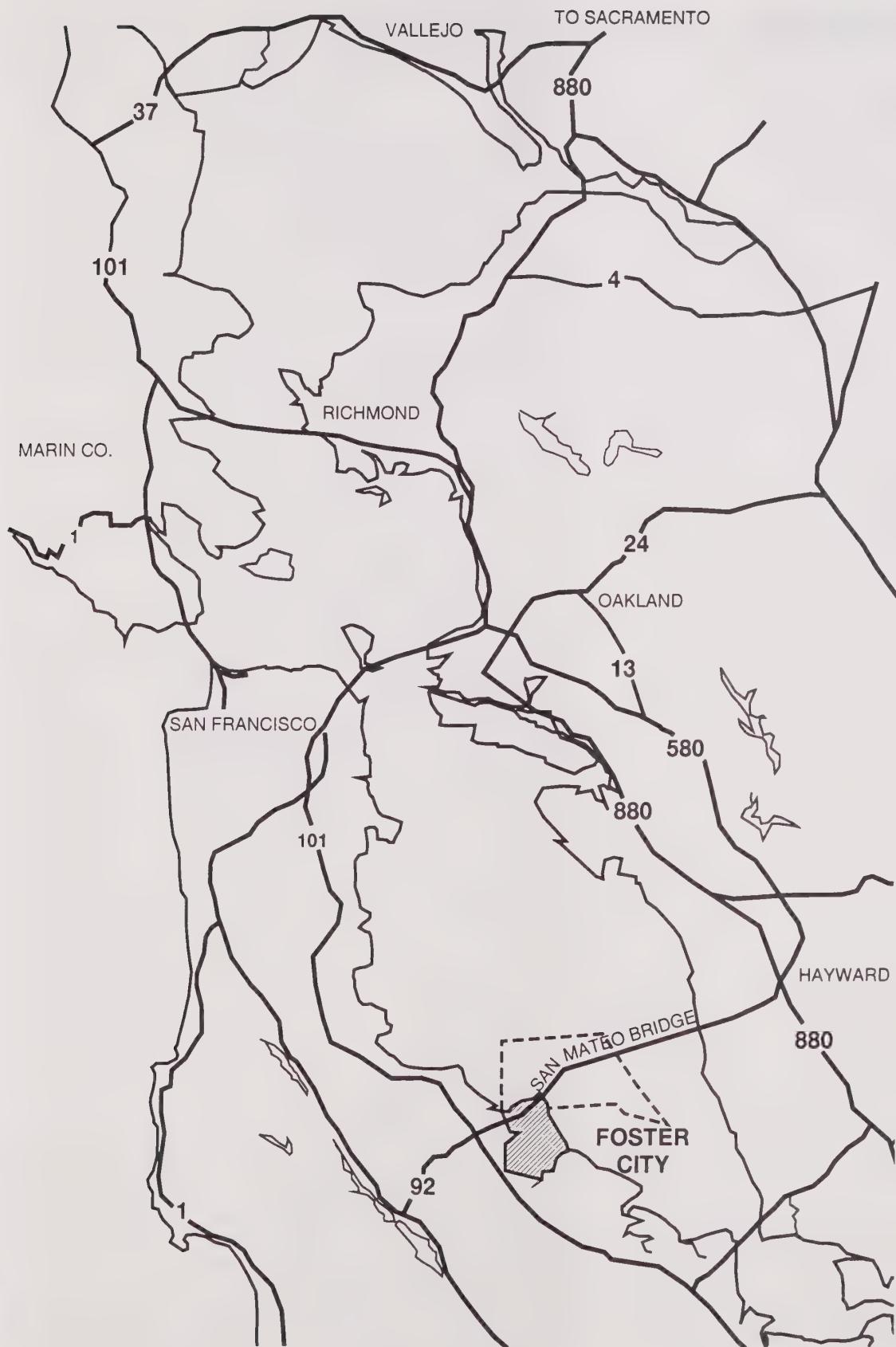


**I-B Encourage Public Participation in City Planning Matters.** Encourage public review and effective participation in all aspects of the planning process.

**I-C Assure that the Foster City General Plan is Kept Up-to-Date.** Maintain and periodically revise and update the City's General Plan to reflect current community goals and policies.

# Regional Location Map

## City of Foster City - General Plan



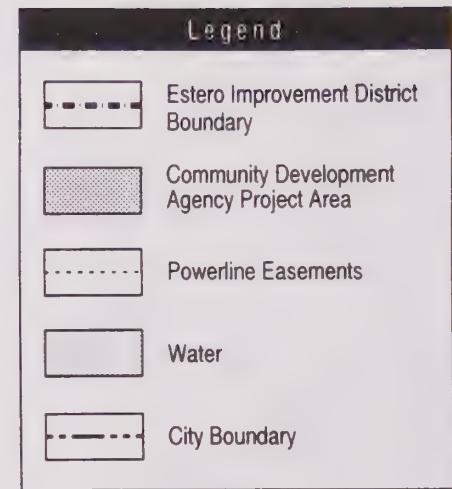
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May 1993

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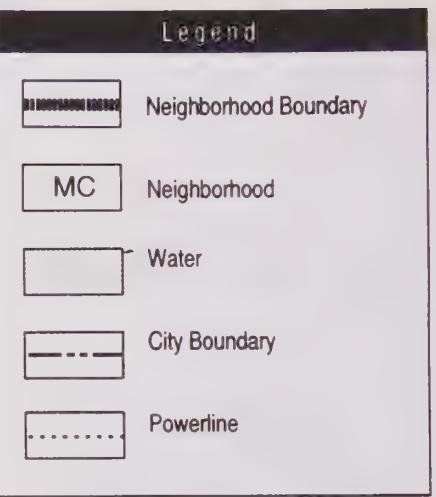
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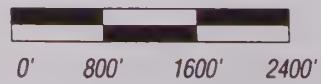




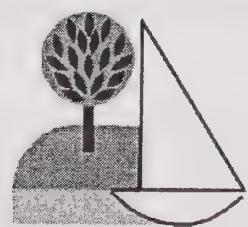
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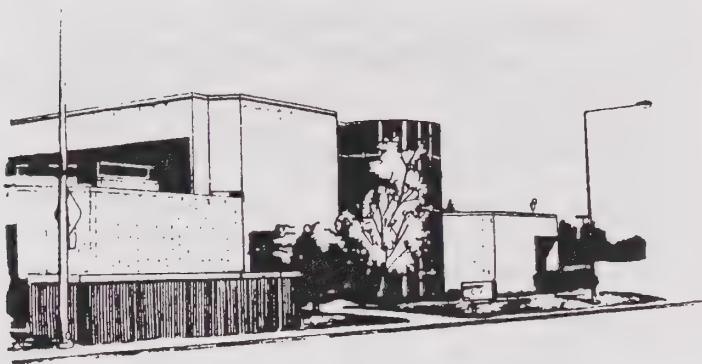






## **Chapter 3. Land Use and Circulation Element**





# Land Use and Circulation Introduction

## Land Use and Circulation Element Purpose

The Land Use and Circulation Element focuses on past, present and future development issues affecting Foster City's quality of life. It establishes a pattern for land use and sets out clear standards for the density of population and the intensity of development for each of the proposed land uses. The element establishes a direct tie between the timing, amount, type and location of development with the traffic, service and infrastructure demands such development will generate.

These portions of the plan, and principally the land use section, bring together all land use issues, constraints and opportunities, balanced with the numerous needs and desires of the community. The Land Use and Circulation Element covers policies and programs affecting both development and redevelopment of land in Foster City.

The Land Use and Circulation Element also affects many issues addressed in other parts of the General Plan. Among these are the preservation of open space, the provision of affordable housing, the conservation of natural resources, the control of noise, and the protection of life and property from natural or human hazards. The sidebar to the right describes the overall vision for Foster City as presented in the Land Use and Circulation Element.



## THE VISION OF FOSTER CITY AS PRESENTED IN THE LAND USE AND CIRCULATION ELEMENT

Historically, Foster City has been committed to continuing the land use pattern envisioned in the original 1961 master plan and maintaining the design qualities, appearance and scale of its residential neighborhoods and commercial areas. In this regard, the three primary concerns of the Land Use and Circulation Element are to:

■ *Maintain the Integrity and High Quality Living Environment of the City's Residential Neighborhoods.* Including maintaining quality architecture and appearance, protecting waterways and water orientation, continuing the emphasis that Foster City is a "master-planned" City, improving the City's tax base to pay for desired services, and assuring that City streets, facilities, parks and other amenities are maintained and improved to respond to City-wide and neighborhood needs.

■ *Achieve a Successful Build-out that Balances Jobs and Housing, Infrastructure Capacity with Development Needs, and Reinforces Metro Center as the City Center.*

Including appropriate land use densities and intensities to integrate new development with the design, infrastructure and environmental conditions in the City, and evaluating the impacts and appropriateness of new development with environmental conditions and needs of the City.

■ *Respond to Longer-Term Land Use and Circulation Needs in an Appropriate Manner.*

By establishing a long-term perspective on City service and maintenance needs, and mitigation measures for any changes in land use as are reasonably necessary to assure the provision of needed services while at the same time assuring protection of neighborhood quality of life and resources.

This chapter is a major revision of the 1974 Land Use and Circulation Element of the Foster City General Plan. Most of the development projects and streets now completed or under construction were envisioned at the time the 1974 Land Use and Circulation Element was adopted. However, there have been some changes in the specific mix of housing and commercial building types in several large scale master-planned projects, notably Metro

Center. Several other projects were abandoned as originally conceived. Some of the primary changes from the original 1961 Foster City Master Plan are described in the sidebar to the right. Other notable changes include:

- (1) The conversion of commercially-designated land on Port Royal Avenue at Boothbay Avenue to single-family residential use;
- (2) The reservation of land for a fire department substation on Edgewater Boulevard at Thatcher Lane (Alden Crossing entry street off Edgewater Boulevard);
- (3) A reduction in the number of designated K-5 elementary school sites from 5 to 3 and in middle schools from 2 to 1, and now the planned reopening of the old Foster City Elementary School site, and plans to study the feasibility of a new high school or reduction in size of the high school site.
- (4) A reduction in the population and an increase in the number of housing units projected for full buildout, which is expected to occur by the year 2000. Total population, estimated to be 28,704 persons in 1992, is now projected to be 31,470 persons by 2005. Total housing units, estimated to be 11,804 units in 1992, is now projected to be 13,170 at buildout.

A significant amount of time has elapsed since the last Land Use Element was adopted in 1974. Build-out has not occurred exactly as originally forecast in 1974 due to:

- a. The timing of development has been slower than projected;
- b. A decrease in average household size and an increase in the number of households;
- c. Jobs-housing balance being a more important issue now than in 1974, with a greater need to balance jobs and housing by increasing the number of local housing units and rezoning land from industrial to residential use;
- d. Responses to state and regional requirements for housing and regional housing goals; and

#### PRIMARY CHANGES FROM THE ORIGINAL 1961 FOSTER CITY MASTER PLAN

The intent of the General Plan is to carry forward the objectives of the original Foster City master plan prepared by T. Jack Foster in 1961. That plan envisioned Foster City much as it is today: a self-contained, balanced community with a variety of housing types, waterfront lots and parks, an internal lagoon for public recreation, marinas, offices, stores, industry and public services.

The City was to be developed as a cluster of nine residential neighborhoods, a commercial/governmental center, an industrial area and neighborhood shopping centers. Most of the neighborhoods were planned for a variety of housing, from single-family homes on individual lots to high density apartments. The Town Center (Metro Center), to be focused on an interior lake, was to include a combination of community and regional commercial services, offices, government agencies, entertainment establishments and parks.

The basic concepts of the original plan have been maintained over the last 30 years, however, some important differences exist between the present development pattern of the City and the original plan:

- (1) Changing social patterns eliminated the need for a school in each neighborhood.
- (2) The Town Center shifted northwesterly and is not the lakefront development envisioned.
- (3) The site of the proposed marina, along the Belmont Slough at the terminus of Foster City Boulevard with Beach Park Boulevard, has shifted somewhat northward.
- e. The desire to construct more mixed use type development where housing is developed as part and in proximity to commercial uses.
- (5) A planned extension of Edgewater Boulevard southerly to an interchange with Highway 101 (outside the boundaries of the City) was never constructed and is not included in this plan.
- (6) A commercially designated area west of the proposed Edgewater extension (along Port Royal Avenue) is now part of Port Royal Park.

## State Law Requirements

To the right is a citation from the California Government Code on the requirements for Land Use and Circulation elements. Below is a more detailed description.

### Land Use Elements

A Land Use Element has been required as part of local general plans since 1955. This part of the plan is probably the most comprehensive in tying together community development, natural environment and health and safety concerns. The Land Use Element must establish a pattern for land use and set clear standards for the density of population and the intensity of development for each of the proposed land uses. The Land Use Element must also address the following issues:

- (1) Hazards, such as flooding (this is covered in more detail in the Safety Element).
- (2) Natural resources, such as water resources, vegetation, soil resources, mineral resources, fish and wildlife, rare and endangered plant and animal species.
- (3) Aesthetic, cultural and recreational resources, such as parks and recreation, scenic areas, historical and cultural resources, and public access.
- (4) Community development, such as population characteristics, housing, social issues, economic characteristics, streets, utilities and development design.

### Circulation Elements

A Circulation Element has been required as part of local general plans since 1955. Guidelines adopted by the State Office of Planning and Research emphasize the need to develop a "... balanced, multi-modal transportation system." Cost-efficiency and protection of environmental quality require attention to non-auto transportation facilities and careful coordination with the Land Use Element. The functions of the Circulation Element are to:

- (1) Provide a comprehensive approach to handling the travel needs of the general public, commercial vehicles, service and emergency vehicles in Foster City.

### STATE LAW REQUIREMENTS FOR LAND USE AND CIRCULATION ELEMENTS

**Section 65302(a) of the Government Code** summarizes the intent and requirements for the Land Use Element:

"A land use element which designates the proposed general distribution and general location and extent of uses of the land for housing, business, industry, open space, including agriculture, natural resources, recreation, and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private uses of land. The land use element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan. The land use element shall also identify areas covered by the plan which are subject to flooding and shall be reviewed annually with respect to such areas."

**Section 65302(b) of the Government Code** summarizes the intent and requirements for Circulation:

"A circulation element consisting of the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals, and other local public utilities and facilities, all correlated with the land use element of the plan."

- (2) Set forth a plan for meeting those needs.
- (3) Express community objectives for the desired level of mobility, willingness to pay for mobility and priorities for allocation of public resources among competing transportation demands.
- (4) Address specific problems, such as congestion, maintenance and repair of public streets, emergency vehicle access, traffic impacts on neighborhoods, etc.

### Community Development Project Area

While Foster City has historically been a bedroom community, the City has made an effort to broaden its tax base and provide a more balanced mix of uses. A substantial amount of commercial and light industrial development has taken place in recent years, although residential growth has also continued. This commercial growth has been assisted by the creation of the Community Development Agency (CDA) and the adoption of a

redevelopment plan and program in 1981, called the "Plan for the Foster City Community Development Project Area".

The plan was a result of the City's inability, due to limited resources, to address problems of circulation, parking, economic obsolescence and the lack of and maintenance of public facilities in the project area. Although the Community Development Project area includes parcels of land throughout the city, the focus of the plan is to provide and maintain facilities serving developments in Metro Center, on property adjacent to City Hall, in the Vintage Park project and land north of East Third Avenue. The CDA has also assisted in the provision of low and moderate income housing.

### Summary of Key Issues

Foster City is a highly desirable place to live, work or own a business because of its proximity to San Francisco and San Francisco Airport, its location at the center of San Mateo County, its easy freeway access to other parts of the Bay Area, its waterfront location and the quality of life and development in the community. Foster City offers distinct business and commercial activity areas with services and employment opportunities, while at the same time maintaining identifiable, high quality residential neighborhoods with convenient neighborhood

### COMMUNITY DEVELOPMENT PROJECT AREA GOALS

- (1) To provide a more diversified and stable economic base for the Project Area and community.
- (2) To provide safer, more efficient and economical movement of persons and goods within the Project Area and community.
- (3) To conserve and improve existing public facilities and to provide new such facilities as needed for the full and complete development of the Project Area and community.
- (4) To provide additional housing opportunities for all economic segments of the Project Area, community and region.
- (5) To provide additional employment opportunities for residents of the Project Area and community.
- (6) To create, conserve and protect those natural areas and environmental qualities that contribute to the beauty and character of the Project Area and community.

shopping, recreation and other amenities. Issues critical to City build-out (over the next five to seven years), longer-term development and potential redevelopment issues and ongoing needs related to maintaining existing quality of life are listed below.

### Summary of Foster City Land Use and Circulation Issues

Maintaining Quality of Life	Issues to Build-Out	Longer-Term Needs
(1) Property maintenance.	(1) Bridge Landing.	(1) Former Foster City School site.
(2) Quality architecture and site planning.	(2) Redevelopment Project Area needs.	(2) Use of City-owned property.
(3) Meeting quality housing needs.	(3) Vintage Park and Metro Center.	(3) Longer-term development needs and potential sites (potential mixed commercial and residential sites or potential re-use sites).
(4) Maintain residential quality of life and services.	(4) State Route 92 Interchange.	(4) Civic Center site.
(5) The City's fiscal stability and ability to pay for desired improvements, maintenance and services.	(5) Potential marina site.	(5) Infrastructure needs.
	(6) Economic conditions.	
	(7) East Third Avenue site.	
	(8) Sea Cloud Park (Phase II).	
	(9) Chess Drive/Triton Drive densification.	



# Land Use Background

## Physical Characteristics of Foster City

### *Land Characteristics*

Foster City occupies land that is typical of many of the tidal marshes and small embayments fringing San Francisco Bay that have been reclaimed for urban development. Such low-lying regions typically receive alluvial materials from the more elevated and tributary drainage basins. They are characteristically regions of marshes, swamps, levees, and other deltaic land forms and tidal flats, interconnected by tributaries and tidal streams, and bordered by shallow estuaries.

The area now known as Foster City was reclaimed some 80 years ago by the construction of perimeter dikes. The area was used for salt ponds and dairy farming prior to the development of the community. The salt ponds were drained and dried in the early 1960's, and some 18 million tons of fill were added to raise the ground level of the future city by four feet. The native soil consists primarily of soft compressible silty clay (bay mud) with varying amounts of decayed vegetation to an estimated depth of between 45 to 80 feet below the original ground surface. These soft soils are probably underlain by stiff clayey soils and will compress under the weight of fill and building loads.

The present appearance of the City has been dictated by the natural, mainly water-oriented constraints of the island. To develop the City,

### Unique Characteristics of Foster City

Foster City's water-orientation is a unique attribute of the City. Preserving attributes which reinforce the City's water-orientation and views of those attributes are important goals of the Foster City General Plan. Special attributes include:

#### Natural Water-Oriented Features

- (1) San Francisco Bay
- (2) Belmont Slough
- (3) Bay lands and wetlands
- (4) Wildlife preserves

#### Human-Made Water-Oriented Features

- (1) Levees and dikes
- (2) Lagoon system
- (3) Lakes (Vintage Park and Lantern Cove)
- (4) Bridges

#### Other Human-Made Features

- (1) Flat topography
- (2) Buildings of various types (residential, commercial, religious, schools, etc.)
- (3) Prominence of Metro Center
- (4) State Route 92 bisecting the community
- (5) Street network and street medians
- (6) Landscaping treatment
- (7) Parks
- (8) Overhead transmission wires
- (9) Islands
- (10) Pedway a-top the levee.

marshes and sloughs on the island were diked and filled, and an artificial lagoon and lake were then created. Marina Lagoon and Belmont Slough, which are natural waterways bordering the City, have been incorporated into the City design.

### *Water Features*

The City's image as a "water-oriented" community is a major community identifier and focal point. The original master plan for Foster City stated as one of its major development policies that the City "will take advantage of its bayside location by providing recreational areas and marina lots adjacent to the water and by developing a lagoon system for boating and other aquatic activities." There are five water systems, each serving different functions, that comprise the city's water resource base.

**San Francisco Bay.** Obviously, the Bay is the primary source of all the other water systems. It provides the water for tidal action and drainage to Belmont Slough, Marina Lagoon, and Foster City

Lagoon. San Francisco Bay provides important recreational opportunities with the development of the City bayshore pathway/park system.

An extensive levee system protects Foster City from the tidal action of San Francisco Bay. Because of the levees, no area of the City lies within a 100 year flood plain, and, consequently, flood hazards do not pose a significant constraint to land development. Flooding could potentially occur as a result of a rupture in the levee system, however, this hazard affects the entire community as opposed to representing constraints to development on any specific parcel of land. For this reason, such hazards are more appropriately discussed in the Safety Element of the Foster City General Plan.

**Belmont Slough.** This system serves three important functions. First, it provides a source of flushing action to the Foster City Lagoon, which maintains the viability of the lagoon; second, it provides a similar action in the Marina Lagoon; and, third, it provides a natural wildlife refuge as a result of its tidal action, mud flats, and marshland vegetation.

Approximately 57 acres of wetlands along Belmont Slough were established as a wildlife sanctuary in 1976. The refuge provides feeding and resting habitat for numerous and diverse migratory shorebirds and some species of waterfowl of the pacific flyway.

**Foster City Lagoon.** This lagoon was artificially constructed and is functionally a storm drainage retention basin with tide gates at the south end and pumps at the north end and additionally offers opportunities for recreational use. The development of the lagoon paralleled the development of the residential neighborhoods. The first segment of the lagoon was completed in Neighborhoods 2 and 3 in 1964. Development of the lake at Leo J. Ryan park followed. The final phases were completed in Neighborhoods 6 and 7. The lagoon was designed with a number of "islands" in order to create as many waterfront lots as possible.

**Marina Lagoon.** Marina Lagoon forms part of the western boundary of Foster City and the City of San Mateo. The Marina Lagoon was originally a slough converted by the City of San Mateo to a lagoon. It serves as a storm water basin and boating area for people owning homes along its shoreline. Its frontage in Foster City provides public access via a pathway system.

**Vintage Park Lake.** Since the completion of Foster City Lagoon, a second artificial water system has been developed as part of the Vintage Park development. The Vintage Park Lake has a public access easement along it and also serves as a drainage catch basin. The completion of this lake completes the City's waterway system.

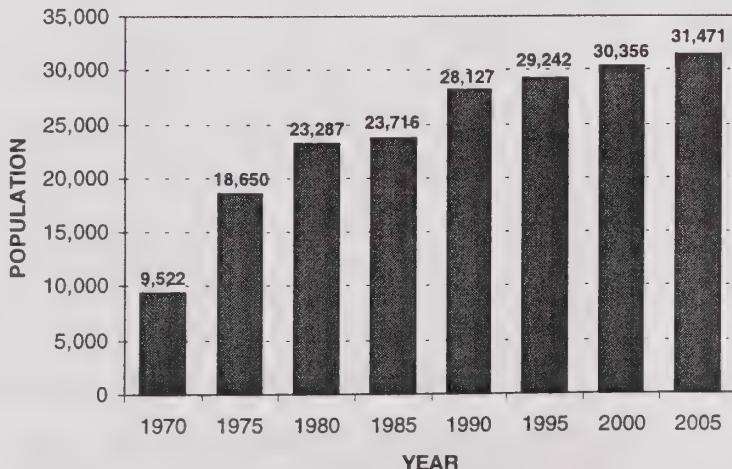
## Population and Employment Characteristics

### Population Growth

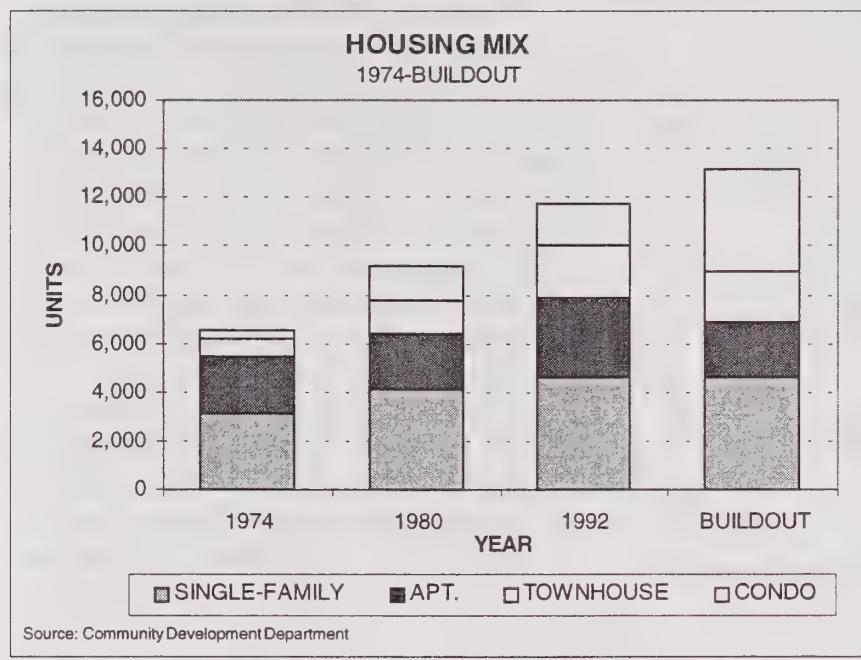
Foster City was virtually undeveloped in 1961 when T. J. Foster submitted his first plan to the County. Foster City experienced major growth in the 1970's. Growth during the 1980-1985 time period was at a much slower pace, however, growth accelerated again between 1985-1990. In comparison, San Mateo County experienced significant growth in the 1960's, with much slower growth in the 1970's and 1980's. The Bay Area growth rate, as a whole, has been steadily declining. The City's population as of January, 1991 was estimated to be 28,268.

### POPULATION ESTIMATES

1970 - 2005



Sources: 1975-1990 Census; 1975 - Calif. Dept. of Finance; 1995-2005 - Community Development Dept.



At build-out, the City is expected to contain a population of approximately 31,470.

Average household size in Foster City is expected to continue to edge downward as single adults, childless couples, elderly households and small families assume a larger percentage of the population. The Plan recognizes that there is much more diversity in family types than when the original plan was prepared and thus a need for more than one type of housing (single family) to respond to those needs.

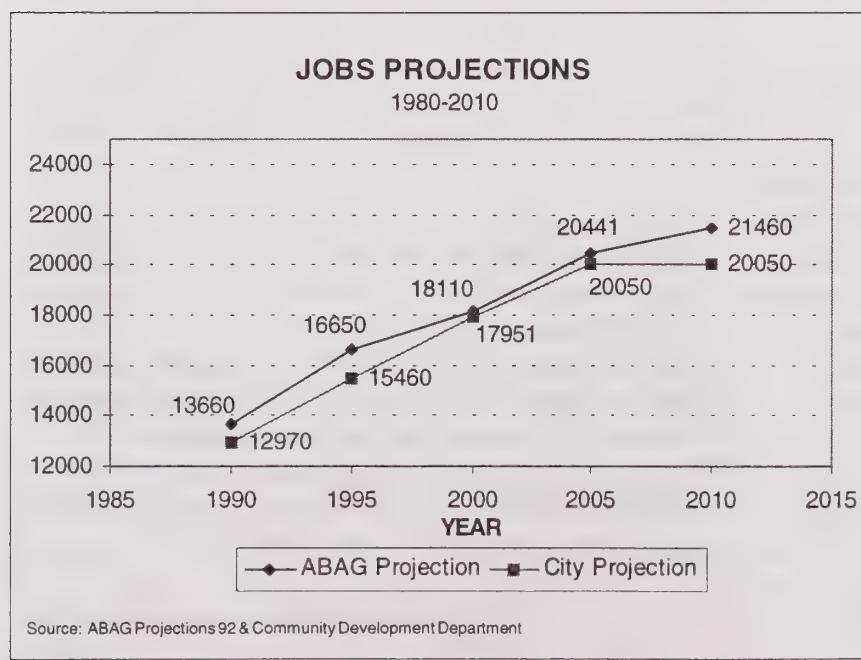
Presently, the overall average size of Foster City households is 2.50 persons. By the year 2005, the average household size is expected to be only

2.45 persons. The city's population could increase further if non-residential lands are rezoned for residential uses or residential lands are rezoned for higher density. The Foster City Community Profile contains additional population data regarding Foster City's residents.

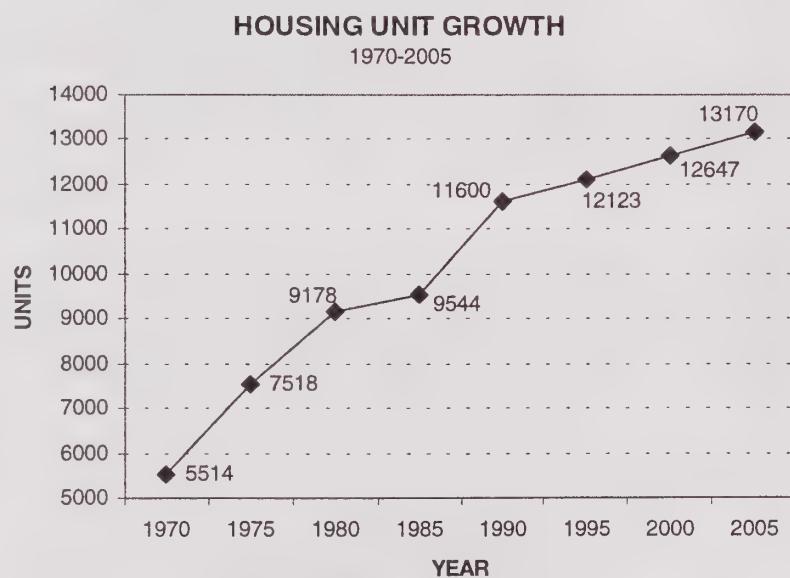
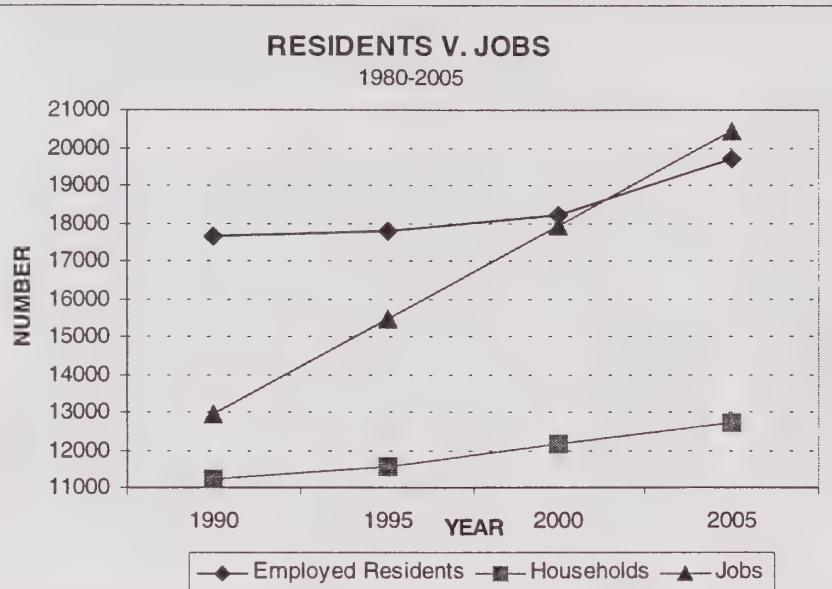
#### Employment Growth

During the initial stages of Foster City's development, new growth was mainly residential or residential-serving in nature. Residents have historically commuted to work in other communities. However, since 1980, several major commercial and industrial developments have been completed, adding a substantial daytime work force population to the City, and providing employment opportunities to Foster City residents.

Existing and projected employment for the City has been estimated by both the Association of Bay Area Governments (ABAG) and by City staff. City staff estimates that there is approximately 1.53 million sq.ft. of office space, 1.81 million sq.ft. of industrial/research and development space, 588,600 sq.ft. of retail space and 391 hotel rooms currently built in the City.



Based on a 1989 survey of businesses in Foster City, City planning staff determined that existing businesses employ approximately 13,000 persons. Based on the estimated increase in office, industrial and retail space, total employment in Foster City is projected to be approximately 20,440 persons. In comparison, ABAG has estimated total buildout employment at 20,050 persons in 2005.



### Jobs To Housing Relationship

The term jobs/housing balance is one heard often when discussing the Bay Area's housing problems. Basically, it refers to the ratio of jobs in a city in relation to the number of housing units. In general, problems result when a community provides more job opportunities than housing opportunities, resulting in the need for greater numbers of residents to commute between their jobs and homes. However, the jobs/housing relationship is a complex issue. This is especially important when housing costs as compared to worker income are factored in, which has region-wide rather than just community-wide impacts.

Foster City has historically been a residential community, providing limited local job opportunities. The 1980 U.S. Census indicated that only 12% of the City's employed residents worked in the City. Because of this, one of the goals of Foster City's commercial and industrial development strategy has been to increase employment opportunities for City residents, and, therefore reduce the incidence of commuting outside the City. Prior to 1980, housing growth outpaced job growth. Since 1980, however, job growth has outpaced housing production and increased the balance between jobs and housing in Foster City.

In 1987, the Association of Bay Area Governments (ABAG) estimated there were 1.6 workers per household in Foster City, up slightly from the 1.5 workers per household reported in the 1980 census. Based on the recent ABAG projections for the number of households and the number of jobs, the City has closed the gap between households and jobs in the City. The gap between the number of employed workers who live in the City and the number of jobs available here has also been reduced significantly. There is insufficient information to determine the precise level of match between job skills of existing and new residents and the job skills required by the new firms locating in Foster City.

Additionally, workers choose jobs based on a variety of personal, financial and locational reasons, not just commute distance and time. Census data on employment and income show that a high percentage of Foster City's employed residents are professional level workers. Many of the businesses created by commercial and industrial development in Foster City employ this type of worker. Since 1980, the number of City residents who work here has increased slightly from 12% to 13%.

## Land Use Patterns

The benefits of providing a balance of land uses which serve a wide range of community needs are many. Since Foster City was planned largely as a residential community, the City has actively pursued commercial and light industrial development over the past 10 years to achieve a more balanced mix of uses. Providing adequate opportunities for commercial development allows more flexibility for the business community, thus resulting in a wide range of goods and services available to the City's residents. Commercial, office and industrial development not only provides a healthy and stable tax base, it also provides job opportunities within the City, which in turn can help reduce commuting by residents of Foster City and other nearby communities.

The area approximately southeast of East Hillsdale Boulevard consists of nine, predominantly residential neighborhoods, most containing a mixture of single-family detached units, townhouses, condominiums, and rental apartments. Commercial uses in these nine neighborhoods are limited to those found in 5 neighborhood shopping

### BENEFITS OF A JOBS/HOUSING BALANCE

- (1) Reduced regional traffic impacts.
- (2) Maintenance of community diversity and provision of services for local residents.
- (3) Maintenance of residential diversity.
- (4) Reduced long-distance commuting that degrades air quality and wastes energy.
- (5) People feel more a part of and have a strong identity with communities in which they both live and work.
- (6) Increased choice for local residents in where they work.

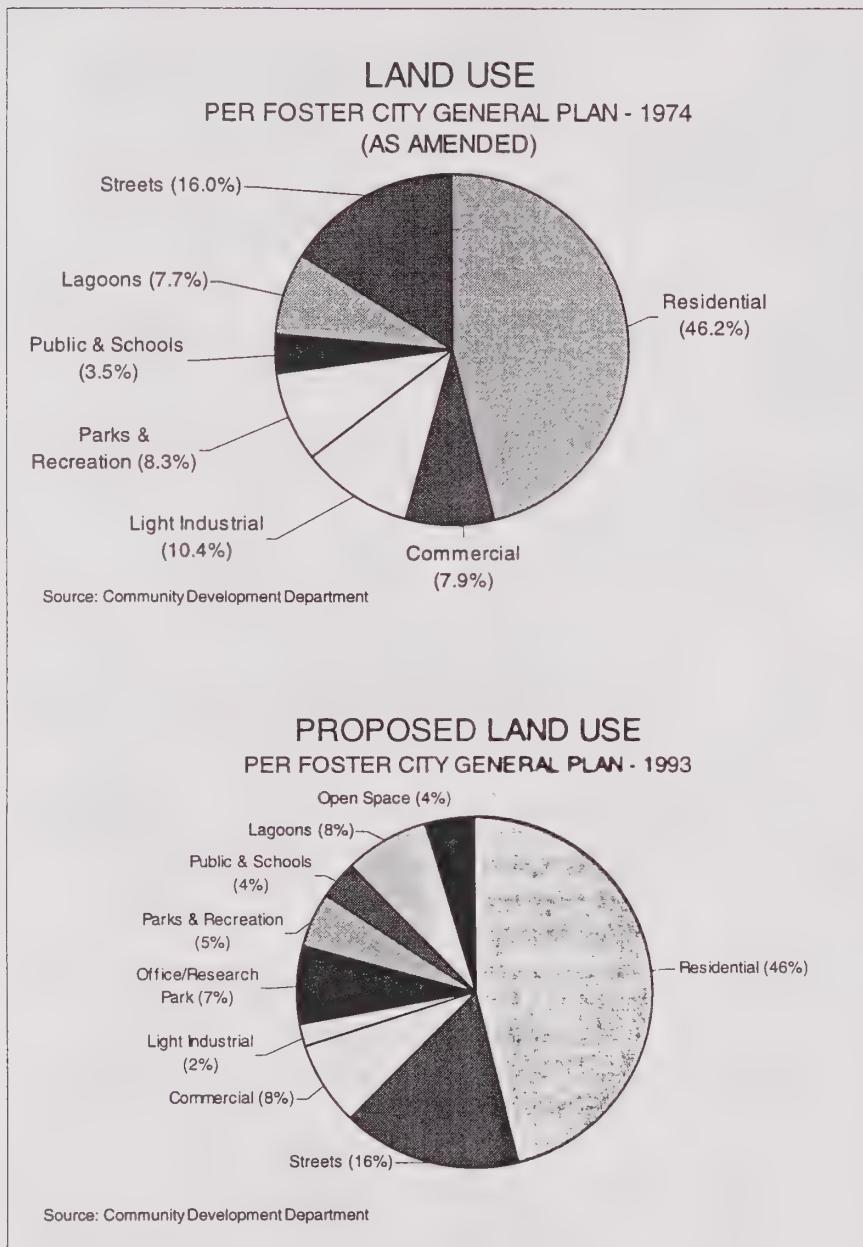
centers. City administrative offices, recreation facilities, and emergency services are also located southeast of East Hillsdale Boulevard.

The lands approximately northeast of East Hillsdale Boulevard consist mainly of offices, retail uses, and light industry. This portion of Foster City is

## Distribution of Land Use by Acreage

Land Use Category	General Plan Existing		General Plan Proposed		Percent Change
	Acres	Percent	Acres	Percent	
Single Family Residential	656.70	25.07%	646.70	24.69%	-1.52%
Two Family Residential	0.00	0.00%	10.00	0.38%	+
Townhouse Residential	217.80	8.32%	221.50	8.46%	1.70%
Condominium Residential	224.50	8.57%	224.50	8.57%	0.00%
Apartment Residential	111.80	4.27%	108.10	4.13%	-3.31%
Neighborhood Commercial	34.80	1.33%	34.80	1.33%	0.00%
Service Commercial	50.80	1.94%	50.80	1.94%	0.00%
Commercial	29.60	1.13%	0.00	0.00%	-100.00%
Town Center	91.40	3.49%	91.40	3.49%	0.00%
Light Industrial	272.40	10.40%	48.80	1.86%	-82.09%
Office/Research Park	0.00	0.00%	185.60	7.09%	+
Waterfront Commercial	0.00	0.00%	29.60	1.13%	+
Parks and Recreation	216.30	8.26%	131.30	5.01%	-39.30%
Open Space	0.00	0.00%	115.30	4.40%	+
Schools	62.20	2.37%	62.20	2.37%	0.00%
Public & Semi-Public	29.50	1.13%	37.20	1.42%	26.10%
Lagoons	202.20	7.72%	202.20	7.72%	0.00%
Streets	419.00	16.00%	419.00	16.00%	0.00%
<b>TOTAL</b>	<b>2,619.00</b>	<b>100.00%</b>	<b>2,619.00</b>	<b>100.00%</b>	<b>0.00%</b>

Source: City of Foster City Community Development Department



dominated by two master planned projects, Metro Center and Vintage Park, and two older light industrial parks. Metro Center plans also include retail and office uses, while Vintage Park plans include office/research and development uses.

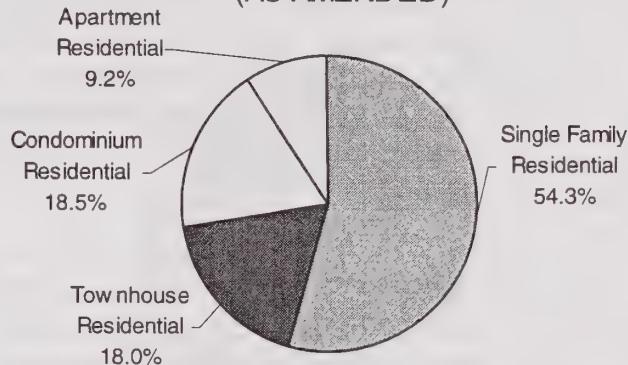
The table on the next page shows the distribution of land uses in the adopted 1974 General Plan (including all amendments since 1974), and as adopted in this plan. Pie charts show the land use distribution in the City. Contained below is a more detailed description of land uses.

#### *Residential Neighborhoods*

The original Foster City Master Plan envisioned a mix of housing types in each neighborhood in order to achieve a range of design, housing costs and tenure types, including apartments, townhomes, condominiums and single family detached homes (as depicted on the original Land Use and Circulation Plan map). Single family detached housing currently comprises the largest single type of housing in the City with 39% of all units. Multi-family comprises 61% of the housing in Foster City, including townhouses, condominiums and apartments, which comprise 18%, 15% and 28% respectively. The

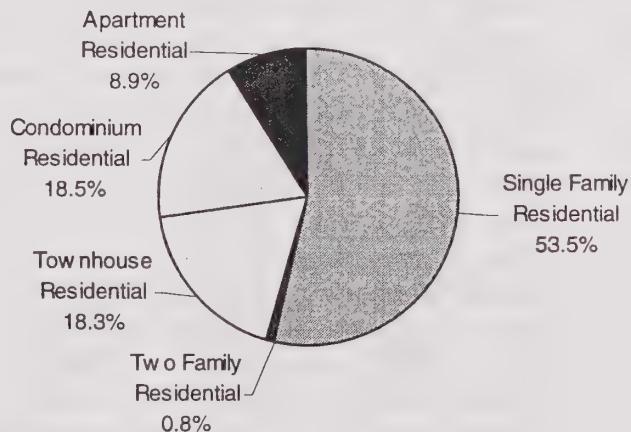


## RESIDENTIAL LAND USE PER FOSTER CITY GENERAL PLAN - 1974 (AS AMENDED)



Source: Community Development Department

## PROPOSED RESIDENTIAL LAND USE PER FOSTER CITY GENERAL PLAN - 1993



Source: Community Development Department

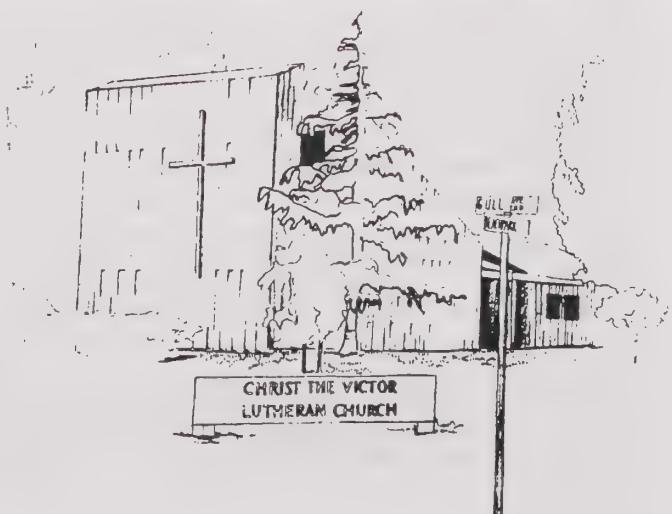
smallest segment of the housing mix is duplex units, comprising only .3% of the total. By providing such a wide range of housing types, the City ensures a healthy diversity among its population. The total housing mix has fluctuated over time, but the overall objective has been achieved. Based on approved projects and projections for use of vacant lands, a total of approximately 13,230 housing units of various types are anticipated at buildout.

### Retail Commercial

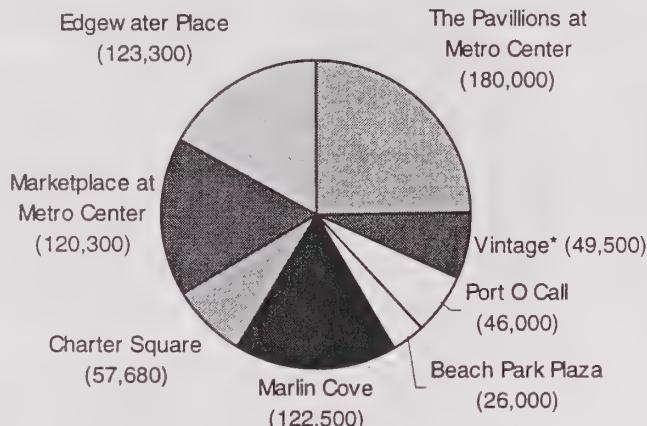
Foster City currently has 6 retail shopping areas, with 2 additional areas planned for the near future. These retail areas generally fall into one of two categories — neighborhood commercial or specialty commercial. Metro Center is unique in that it is intended as a commercial Town Center which would function as the hub of the City's commercial community. Metro Center includes a mix of retail, office and residential and open space uses.

The existing neighborhood commercial centers, which are located throughout the residential neighborhoods, are intended to provide City residents with convenient and close access to retail shopping for goods and services meeting everyday needs.

While this concept of neighborhood centers was a part of the City's original master plan, there is growing evidence that several of the centers are experiencing problems. High turnover, extended vacancies and lack of diversification among the centers have demonstrated the need to allow for some portion of each commercial center to provide uses which are community serving, rather than neighborhood serving, in nature. This plan establishes policy to allow the neighborhood centers to provide such uses.



## SHOPPING CENTERS BY SQUARE FEET



The ability of several neighborhood commercial centers to remain viable in the face of changing economic patterns is questionable. If any of these centers should fail, or become severely underutilized, public or private reuse could be considered. Uses appropriate for these sites would include housing or a mixed use project of housing and small scale neighborhood retail uses. The City has identified several sites for consideration as potential housing opportunity sites (see Housing Element Program H-0, "Housing Sites Study"). Any reuse would be considered in terms of compatibility with existing adjacent land uses, supporting infrastructure capacity and overall City needs.

### ISSUES RELATED TO THE CITY'S NEIGHBORHOOD SHOPPING CENTERS

- (1) Provide a range of shopping facilities to keep local dollars in Foster City.
- (2) Provide a balance between retail services and goods available to City residents and businesses.
- (3) Increase opportunities for people to purchase goods in Foster City to maintain the economic viability of shopping centers located in the City
- (4) Enhance the physical condition and maintenance of local shopping centers.

### Office Commercial

Regionally-oriented commercial office uses are located on the northwest side of East Hillsdale Boulevard and include two areas: (1) Metro Center, a 100 acre mixed use development; and, (2) the East Hillsdale Boulevard corridor which includes those uses located along East Hillsdale between Metro Center and the County (Werder) Fishing Pier.

The East Hillsdale Boulevard corridor west of Metro Center includes office commercial uses. The area extends along East Hillsdale Boulevard between Shell Boulevard to the west and Beach Park Boulevard to the east, especially that area on the north side of East Hillsdale Boulevard east of the Rainbow Bridge. This area contains some of the first commercial buildings constructed in Foster City which tend to contain a small amount of square footage relative to site area. Because of its location along and adjacent to major streets, this area could be the focus of requests to redevelop sites with higher density commercial development than currently exists. The City is currently considering some of these sites for housing (see Housing Element Program H-0, "Housing Sites Study"). While an intensification of the land uses would provide additional opportunity for transit service in the corridor as well as the adjacent Metro Center, and bring additional economic benefits to the City, higher density uses may not be viable due to street network capacity and infrastructure constraints.

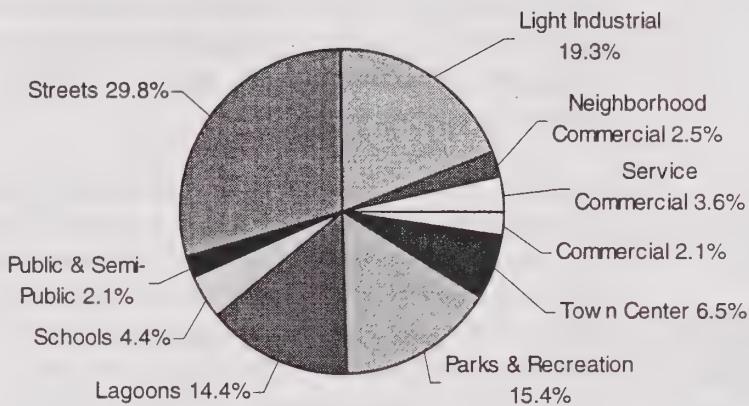
The City will maintain a policy of evaluating any requests for intensification of uses in this area based on street network capacity, architectural design, infrastructure and service constraints, but will balance decisions with the need to provide space for "incubator" or fledgling businesses, or housing.

Metro Center and the East Hillsdale Boulevard corridor east of Foster City Boulevard are discussed in different sections below.

### Metro Center

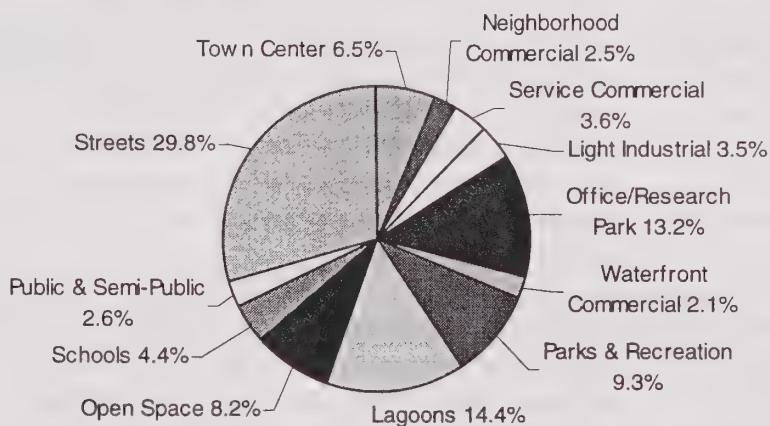
Metro Center was intended to establish a commercial Town Center which would function as the hub of the City's commercial community and provide a central focal point for the City. In keeping

## NON-RESIDENTIAL LAND USE PER FOSTER CITY GENERAL PLAN - 1974 (AS AMENDED)



Source: Community Development Department

## PROPOSED NON-RESIDENTIAL LAND USE PER FOSTER CITY GENERAL PLAN - 1993



Source: Community Development Department

with the vision of providing a city core, Metro Center has emerged as a diverse mixed-use development.

Currently, the low-rise hotel, 661,000 sq.ft. of office space, 125,000 sq.ft. of retail space and all of the Townhomes are complete. Phase I of the VISA office project is under construction.

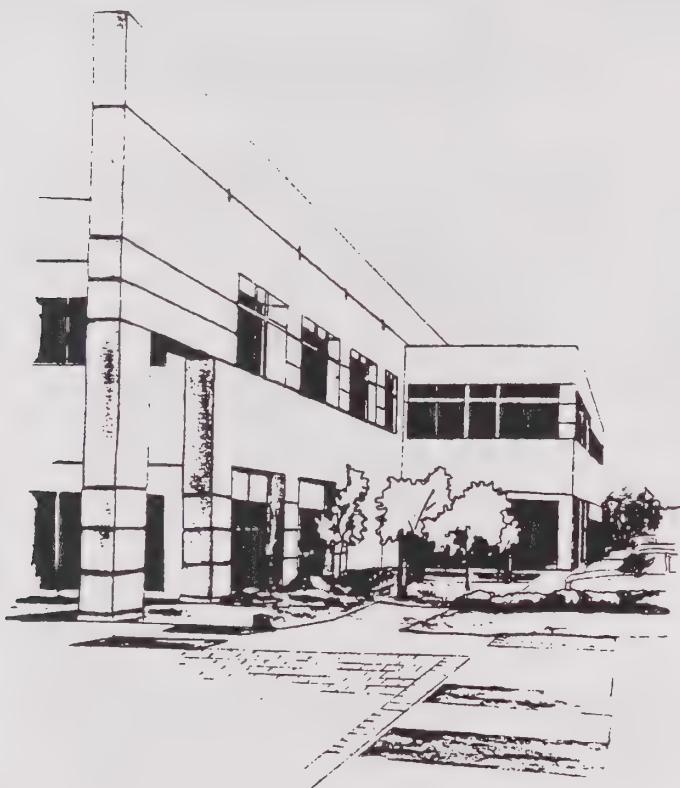
A new retail center is planned to be located in Metro Center, between State Route 92 and Metro Center Boulevard. This center will be more regionally-oriented than any of the other shopping areas in Foster City. It may contain several large anchor stores as well as smaller specialty clothing, home accessory and similar stores, or it may host a large discount store and some smaller retail uses.

### *Light Industrial, Research and Development*

Almost all industrial uses in Foster City are located on the north side of State Route 92. There are three distinct areas which include light industrial and research and development uses: Hatch Drive/Chess Drive, Lincoln Centre and Lincoln Executive Park; Vintage Park; and the Pilgrim/Triton and East Hillsdale Boulevard area. Additional research and development uses are proposed in the area of East Third Avenue/Bridge Landing.

**Hatch Drive, Chess Drive, Lincoln Centre and Lincoln Executive Park.** This area consists of industrial uses in the Chess Drive area and the adjacent Lincoln Centre and Lincoln Executive Park developments. The City's first industrial uses began locating in the Chess Drive area in the late 1960's and early 1970's. Although the area has remained primarily light industrial, there has been a trend towards locating offices and small personal services in some of the multi-tenant buildings. Title 17 (Zoning) of the Foster City Municipal Code, is recommended to be amended to allow a wider range of uses which include commercial offices and personal services. Additionally, as part of this plan, the light industrial land use designation has been redefined to include these uses as being compatible with the industrial uses.

In addition to the issue of zoning for this area, some of the older buildings are in need of renovation, repair and, in some cases, perhaps replacement. Several proposals for building redesign have already been considered by the City, and more are likely due to the area's location and potential for revitalization. To ensure that future improvements in this area result in a unifying and cohesive development and design



pattern, the Chess Drive area has been designated as a special "Study Area" on the Land Use Map. A study to establish appropriate design guidelines for use of landscaping, colors and materials, architectural themes, building densities, heights, setbacks, roof styles and other site amenities will be prepared and adopted by the City.

The Lincoln Centre development, located at the east end of East Third Avenue, is a mix of one story concrete tilt-up buildings and a newer six story office structure. It is physically separated from the Chess Drive area by a lagoon channel.

**Vintage Park.** Vintage Park consists of 132 acres located north of State Route 92 between Foster City Boulevard and the San Mateo City border. Vintage Park is a diverse mixed-use development. The area is developed and planned for primarily office and R&D uses.

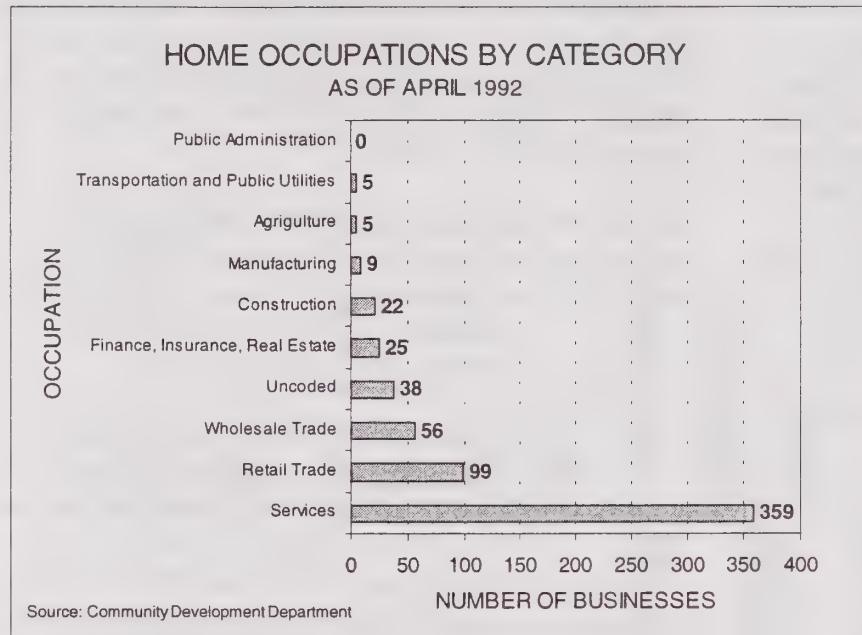
**Pilgrim Drive/Triton Drive and East Hillsdale Boulevard East of Foster City Boulevard.** This area is located between East Hillsdale Boulevard and State Route 92, east of Foster City Boulevard and extending west to Beach Park Boulevard. The area was originally intended to be a light

manufacturing district and has evolved into a mixed commercial area containing a mix of banks, restaurants, gas stations, self-storage warehouses, business services and offices. The area overlaps somewhat with the East Hillsdale Boulevard corridor as described above for office commercial uses. The Pilgrim/Triton area includes several large buildings separated into tenant spaces suitable as "incubator" spaces for start-up businesses.

Similar to the East Hillsdale Boulevard corridor described above, the area contains some of the first commercial buildings constructed in Foster City which tend to contain a small amount of square footage relative to site area. Because of its location along and adjacent to major streets, this area could be the focus of requests to redevelop sites with higher density commercial development than currently exists. While an intensification of the land uses would provide additional opportunity for transit service in the corridor and bring additional economic benefits to the City, higher density uses may not be viable due to street network capacity and infrastructure constraints. The City will maintain a policy of evaluating any requests for intensification of uses in this area based on street network capacity, architectural design, infrastructure and service constraints, but will balance decisions with the need to provide space for "incubator" or fledgling businesses.

**East Third Avenue/Bridge Landing.** In addition to the two developed areas discussed above, there are two vacant sites which may be developed with a mixture of industrial, research/ development and commercial uses in the future. The larger site is approximately 103 acres located north of East Third Avenue, bordered by the San Mateo City limits and San Francisco Bay. This property is partially owned by the State Department of Transportation (Caltrans) and partially by the City. While fill permits have already been approved for site improvement, actual development on this site may not occur for years due to road network capacity, infrastructure problems and other unresolved issues.

The second site, known as Bridge Landing, approximately 14.5 acres in size, is located at the terminus of East Third Ave, at the foot of the San



performance basis. There are just over 500 home occupations in Foster City. The graph above indicates the breakdown by general type of business of home occupations in Foster City.

The large number of home occupations indicates that a substantial amount of economic activity occurs in Foster City outside of businesses in commercial and industrial zones. If properly controlled, home occupations can augment the City's economic diversity while maintaining the residential character of the neighborhoods in which these businesses are operated.

### *Schools*

Approximately 36.0 acres of Foster City's land area is currently devoted to schools. There are currently 3 operational schools, two elementary K-5 and one middle school, which are under the jurisdiction of the San Mateo-Foster City School District. An additional elementary school is closed at this time but planned to reopen as explained below. Information regarding each school is given in the table on the next page.

In order to meet this projected buildout demand and replace aging facilities, the improvements are planned by the district. The City of Foster City/EMID and the San Mateo-Foster City School District signed a settlement agreement on December 16, 1991 related to school facilities. According to the agreement, the School District will construct and open an elementary school at the Polynesia site and will make improvements to Foster City School, Audubon School and Bowditch School. The School District expects to adopt a master plan for proposed improvements, which is expected to be implemented over the 1993-1996 time period. Issues related to site selection and design for facilities will entail a joint effort of the City and the School District. Facilities usage and maintenance will also be shared.

Mateo Bridge.

In order to reinforce Metro Center and the adjacent uses on East Hillsdale Boulevard as the City's central commercial district and focal point, uses, densities and activities which promote day, night and weekend uses should be encouraged to locate in this area.

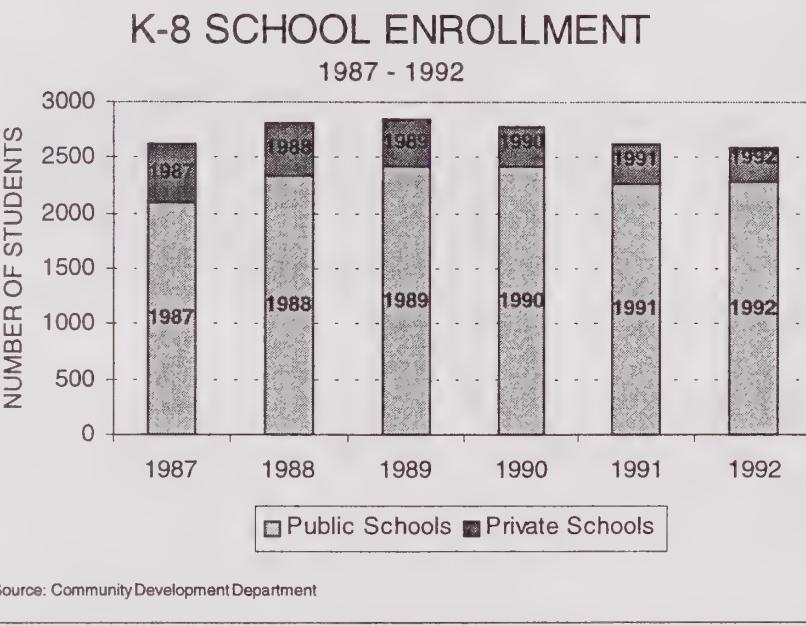
### *Home Occupations*

At the "small-scale" end of the business spectrum are home occupations. These are businesses operated in houses. Home occupations typically involve services or product sales which are provided on a limited basis or off-site, and are regulated on a

<i>School</i>	<i>Students</i>
Audobon School 841 Gull Avenue	503
Foster City School 461 Beach Park Boulevard	812
Bowditch Middle School 1450 Tarpon Street	853
San Mateo County Adult Education Old Foster City School 1151 Polynesia	240

Source: Foster City Planning and Development Services

There is no high school located within the City's boundaries; the majority of Foster City students attend either San Mateo or Hillsdale High Schools located in San Mateo. Although a high school has been a part of the plan for Foster City since the original master plan was developed, actual development of a high school has never occurred. The San Mateo Union High School District has



projected that their district will not need a high school in Foster City. It therefore has no plans to construct one.

#### *Parks and Recreation*

Foster City currently has approximately 105 acres of land dedicated to community and neighborhood parks. This includes the approximately 7.9 mile long pedestrian pedway atop the levee which runs along the perimeter of the City. More passively used open space areas are also found in the City. These areas include a wildlife refuge, which borders Belmont Slough on the south west side of the City, established in 1976 and owned by the State. An undeveloped marina site (of which a portion consists of submerged lands) and a 1/2 mile long fishing pier lie adjacent to the levee. All of these park and open space areas are described and shown in the Parks, Open Space and Conservation Element.

The proposed marina site is located adjacent to the

wildlife refuge. The land use designation for this site allows waterfront commercial uses. Much of the present passive open space value of this property would be changed to active recreational use upon development of a marina.

Werder Pier, and the associated parking area, is located on land owned by San Mateo County adjacent to the San Mateo Bridge entrance and is operated by the County under an agreement with the state.

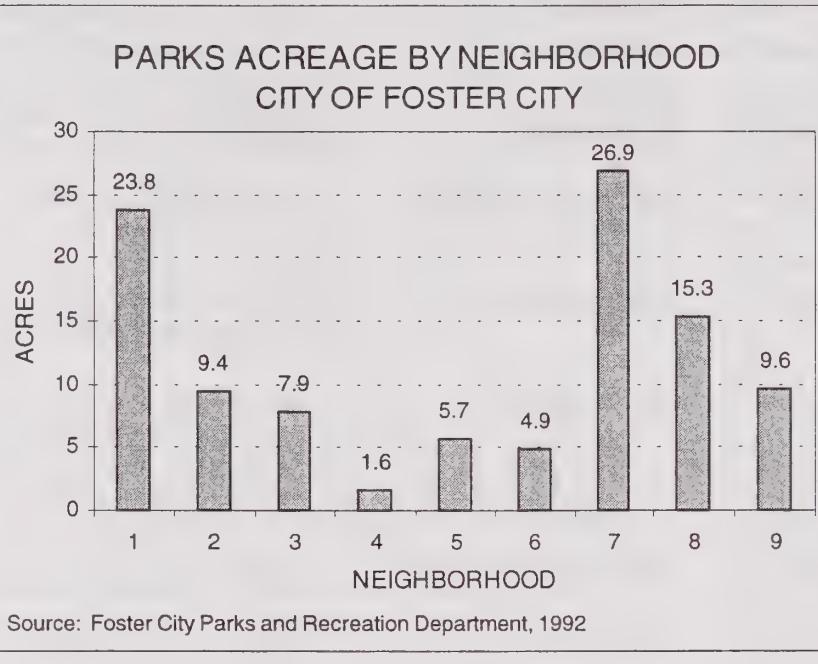
An additional open space area is located along the northern boundary of the City, north of East Third Avenue and adjacent to lands in San Mateo. The entire area north of East Third Avenue with the exception of a continuous strip of land along the bayfront, has been designated for industrial uses since the original master plan was developed. However, permits for filling have been obtained only for a portion of this area, because the remaining lands have been identified as unsuitable for development due to wetland and other environmental concerns. The area now designated as open space is adjacent to existing wetlands in San Mateo, as shown on the Land Use

Plan, Map GP-4. The intention of this designation is to preserve this area as passive open space, with the City pursuing opportunities to improve and enhance the wetlands.

Recreation and parks play an important role in Foster City. Each neighborhood has an easily accessible park or open space area. Additionally, the extensive lagoon system, 202 acres of waterways, and the San Francisco Bay provide water-oriented recreation such as boating and windsurfing and passive enjoyment, to all City residents. The lagoons can be reached from, and represent the major focus of many of Foster City's parks.

#### *Public and Semi-Public Facilities*

Uses located on lands designated for Public and Semi-Public uses include 8 churches, the Civic Center complex (including the City's Government Center, library, Episcopal School of the Peninsula



[future] and Peninsula Jewish Community Center [future]), and the City's water treatment and corporation yard maintenance facilities located on East Third Avenue. One vacant public facility site is located at the corner of Edgewater Boulevard and Hawksbury Lane in Neighborhood 7, and is reserved for a fire substation to serve the south end of the City.

The City's need for land designated for religious, emergency service and public works facilities appears to be fulfilled for the near future. One church has vacant land which could be used for housing or other public uses.

The Civic Center includes the City's Government Center as well as the private educational, recreational and cultural facilities to be constructed by the Peninsula Jewish Community Center (PJCC) and the Episcopal School of the Peninsula (ESP), including a cultural arts center, gymnasium with indoor pool, and outdoor pool, a soccer field and track, and other educational facilities. The City's lease agreements with the PJCC and ESP include provisions for public access to the facilities.

### Vacant Land

The following discussion of vacant sites in Foster City examines the type and approximate density of development which is likely to occur on each site. It

is important to note that although a density range is given for two sites, the City/State owned property north of East Third Avenue and the Bridge Landing sites, the actual density of development allowed on these sites will be measured against road network capacity and possible infrastructure constraints.

By avoiding premature development of public lands until an appropriate development opportunity arises, the City will forego immediate revenues. However, a carefully crafted land banking program can provide the City with greater revenue generating potential in the long-run and also meet other important social and land use goals.

Most of the densities shown below are expressed in terms of floor area ratios (FAR), in order to provide a basis of comparison. The specific development assumptions on which the densities were based are provided in the General Plan appendices.

#### FLOOR AREA RATIO (FAR)

Floor Area Ratio (FAR) is a measure of the intensity of development of commercial structures. The FAR is calculated as the total gross building square footage divided by the project land area. FAR's do not include adjacent public streets.

**Shell Boulevard Site.** The 27-acre site is included in the Civic Center Master Plan prepared for the 36-acre Civic Center site by the City in 1998-99. The Peninsula Jewish Community Center has leased 12 acres and the Episcopal School of the Peninsula will lease the other 15 acres. General Development Plan/Rezoning actions were approved by the City Council in June 1999 which establish the allowed uses on the site. Specific Development Plan/Use Permits will be required for each development.

**Bridge Landing Site.** Given the nature of adjacent commercial/industrial development, the proximity of State Route 92 (and its' associated noise), and the waterfront location, this site is suitable for a mixed use development incorporating office, open space/

## Existing and Proposed Land Use Designations for Vacant Lands

Site	Size (acres)	Existing Designation	Proposed Designation
Shell Blvd. Property (portion of Civic Center Master Plan)	27.00	Public and Semi-Public	Public and Semi-Public
Bridge Landing	14.50	Light Industrial	Office/Research Park and Open Space
East Third Avenue	103.00	Light Industrial	Office/Research Park and Open Space
Lutheran Church	1.80	Public and Semi-Public	Public and Semi-Public
Polynesia School Site	7.40	Public and Semi-Public	Schools
Marina site	60.00	Commercial	Waterfront Commercial and Open Space
NW corner East Hillsdale & Edgewater Blvd.	5.20	Apartment Residential	Condominium Residential
Werder Pier site	9.40	Parks and Recreation	Parks and Recreation
Metro Center (41.2 acres are vacant)	41.20	Town Center Commercial	Town Center Commercial
Vintage Park (43 acres are vacant)	43.00	Light Industrial and Condominium Residential	Office/Research Park
Fire Station site	0.20	Public and Semi-Public	Public and Semi-Public
Sea Cloud Park Phase II	19.90	Parks and Recreation	Parks and Recreation
<b>Total Acreage</b>	<b>332.60</b>		
Source: Foster City Community Development Department			

recreation and high end restaurant uses. Development with a total FAR ranging from .33 (similar in density to the Vintage Park office/industrial development) to 1.00 (similar in density to the recently approved Vintage residential development) is anticipated for this site. Development at a density greater than .33 FAR will only be possible if road network capacity and other infrastructure impacts

can be mitigated to acceptable levels and wetland habitat protected.

**East Third Avenue Site.** The total land area of the site is approximately 103 acres. Of this total, approximately 10 acres located along the bay are currently designated for open space to ensure public shoreline access. As part of this element, an

additional area of approximately 30 acres has also been designated as open space. This additional area is land located beyond a fill limit line agreed to by the City and the Bay Conservation Development Commission (BCDC). Because the land west of the fill limit may not be filled any further, development potential is extremely limited. It is intended that these open space lands be preserved in their natural state and that opportunities to enhance their wetland value be pursued.

It is anticipated that the remainder of the site (approximately 63 acres) will be developed with a mixed use development which may include but not be limited to multi-family residential, hotel, office, research and development, retail and open space/recreation uses. Development with a total FAR ranging from .33 to 1.00 is also anticipated for this site. However, as noted above, development at a density greater than .33 FAR will only be possible if road network capacity and other infrastructure impacts can be mitigated to acceptable levels.

**Lutheran Church Site.** This 1.5 acre property was owned by the adjacent Lutheran Church until 1992. The Church recently sold the vacant portion to a private developer. The Plan proposes that this site remain designated Public/Semi-Public. The new property owner has submitted an application to have the land use map designation changed to single family residential.

**Former Foster City School Site.** An elementary school on this site was closed when the new Foster City School was opened in 1985. The buildings are currently used for various recreation and adult education classes. This site is proposed to be designated Schools. The City and the San Mateo-Foster City School District signed a settlement agreement in December, 1991 which calls for the school district to construct and open an elementary school on the site.

**Marina Site.** This site has long been considered as a location for a Foster City Marina, and several marina designs have been reviewed in the past. Ownership of the 60 acre site (some of which is submerged) is divided between the City, the State and a private landholder. At this time, several environmental issues remain to be resolved prior to any development.

Although the site has been designated for commercial uses since 1984, a new designation of "Waterfront Commercial" has been applied to a portion of this site as part of this Element. This new designation clarifies that uses on the site are to be commercial, non-residential marine-and recreation-oriented, capitalizing on the waterfront location and eliminating the one time proposed housing units. The remained of this site is designated as Open Space.

**Senior Lifecare Site.** A 212 unit elderly life care facility was approved for this 5.2 acre site in 1987 but was not constructed. The land use designation was amended to Apartment with a Senior Housing Overlay District (as allowed in the Foster City Municipal Code) to allow a higher density development (41.6 units per acre) than normally found in the City. The site is proposed to be changed from Apartment to Condominium.

**Werder Pier Site.** This site is partly owned by the State of California and partly by the County of San Mateo. A portion of the 9.4 acre site is used as a parking lot serving the County's 1/2 mile long fishing pier. The County of San Mateo is in the process of preparing a recreation plan for this site. The plan involves adding a restroom, improving the parking lot, improving the pier and adding landscaping.

**Metro Center Sites.** All of the vacant sites in Metro Center have been approved for development as part of the Metro Center Master Plan, as described earlier. The vacant land includes 34.2 acres, with 5.32 additional acres under construction for VISA's Phase I building.

**Vintage Park Sites.** All of the vacant sites in Vintage Park are proposed for development. The vacant sites as of 1997 comprise approximately 43 acres.

## Land Use Categories

### *Land Use Map*

Foster City's Land Use Plan, Map GP-4, illustrates the intent of the Land Use policies in graphic form. The Plan and Map are designed to be flexible to

permit changes in land uses over time, while maintaining consistency with adopted City goals and policies. Prior General Plans and subsequent development have largely shaped the overall form of Foster City. The land uses shown on Foster City's Land Use Map, and adopted as part of this plan, follow existing patterns with only a few exceptions. Most basic facilities are already in place. As a result, only a few notable land use changes have been made to the General Plan map as it existed prior to this update.

#### *Definitions of Land Use Categories*

Background information is provided below for the land use categories which appear on the Land Use Map. These categories are broad and are intended to indicate the general type of activity which may occur on a site. Specific standards for development, such as height, setbacks and lot coverage, are established by the City's Zoning Ordinance.

#### **Residential Categories**

Single Family Residential: Up to 8 dwelling units per acre (du/ac). This is the single largest residential category, and single family homes are located in every residential neighborhood except one.

Two Family Residential: Up to 10 du/ac. This is a new designation created to recognize a small percentage of existing duplex homes in the City. The designation has been applied to a small area in the northeastern portion of the City, on Comet Drive (neighborhood #1). Duplexes serve as a transition area between traditional single family detached homes and higher density multi-family developments.

Townhouse Residential: Up to 15 du/ac. Townhomes in Foster City generally function as attached single family homes and usually provide some private open space in addition to common areas.

Condominium Residential: 15-35 du/ac. Condominium developments are usually constructed at a higher density than townhomes. Any open space areas are common to all residents.

Apartment Residential: 20-35 du/ac. Apartment developments in Foster City generally provide the highest density living environment, although some apartment and condominium developments are very similar with respect to density and amenities.

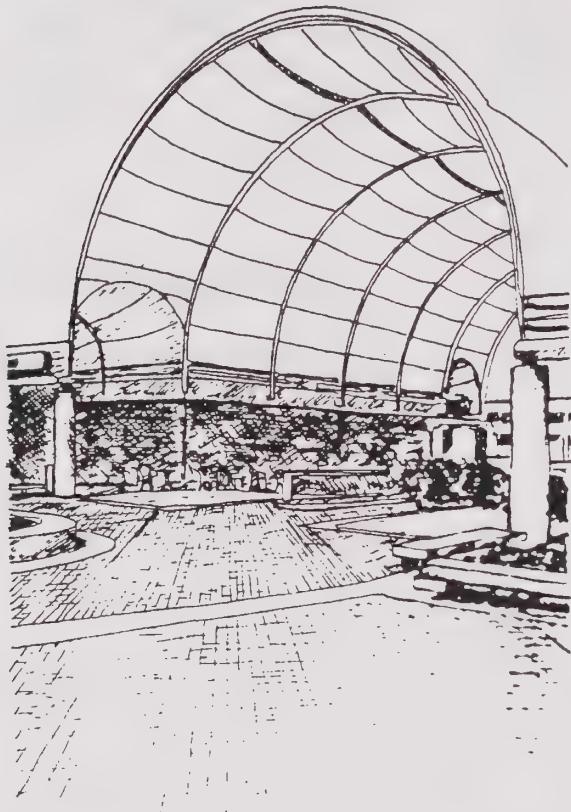
#### **Commercial and Industrial Categories**

Town Center Commercial: This designation is reserved for the area located northwest of East Hillsdale Boulevard, bounded by Foster City Boulevard to the north and State Route 92 to the north. The area includes a 100 acre development known as Metro Center, in addition to other office developments. Because Metro Center is intended to serve as Foster City's downtown core, higher intensity uses are found here than elsewhere in the City, with the FAR for office developments ranging from .55 to 2.0 (including developments which are approved, but not yet constructed). Town Center office developments located outside Metro Center have a lower FAR which range from .18 to .54.

Neighborhood Commercial: Reserved for small neighborhood convenience shopping centers whose primary focus is serving the immediate neighborhood. Although uses allowed in the centers are mostly limited to neighborhood-serving uses, a percentage of the floor area of each center may be occupied by uses which are community-serving in nature. In addition, the City will allow housing or a mix of housing and commercial development at specifically designated "housing opportunity sites", consistent with Policy LUC-5 ("Potential Housing Sites"). However, neighborhood commercial sites shall only be so designated after a site specific study and rezoning. The FAR of neighborhood commercial centers generally range between .20 and .30. The density of housing will be determined at the time a specific site study is complete.

Service Commercial: Includes a mix of uses providing general services. The area bounded by Foster City Boulevard, East Hillsdale Boulevard, and State Route 92 is designated Service Commercial and contains a mix of research and development firms, storage and professional offices. Also located in this area are food establishments, including several fast food restaurants, and a community theatre (Hillbarn). Land use intensities vary greatly

in this area, from relatively low FAR's of .03 to .12 for restaurant and gas station uses, to higher intensity office developments with an FAR ranging from .20 to .98 (although most fall in the lower end, .20 to .40, of this range).



**Waterfront Commercial:** This designation allows only for commercial development which is directly related to, and enhances the public use of, the waterfront. Appropriate commercial uses include restaurants, marine-related retail and offices and marina berths. At the present time, only the proposed Foster City Marina site is designated for waterfront commercial uses.

**Light Industrial:** Includes wholesale facilities, storage warehouses and the manufacturing, processing, repairing, or packaging of goods. Emission of fumes, noise, smoke or other pollutants or nuisances are strictly controlled. A limited amount of general office use is acceptable in this area provided the uses meet the requirements established for the M-1 (Light Industrial) zoning district. The M-1 district is proposed to be amended to allow general office uses as part of this element. The FAR for developments in the industrial area range from .20 to .60.

**Research/Office Park:** Areas with this designation contain office, research and development, and manufacturing establishments whose operations are clean and quiet. Mixed-use projects which include some retail and residential uses in addition to office and research uses may, under certain conditions, be considered compatible with this designation. Such conditions include compatibility of uses and project design (land planning, architecture, etc.). A large portion of Vintage Park, the vacant lands north of East Third Avenue and the Lincoln Centre area are all designated for Research/Office Park use. The intensity of development found in Vintage Park and Lincoln Centre are very similar, with an FAR generally ranging from .20 to .60 in Vintage Park, and .26 to .56 in Lincoln Centre. The intensity of development for the East Third Avenue, Bridge Landing and vacant Vintage Park sites is anticipated to have an FAR up to 1.0.

#### *Other Categories.*

**Schools.** Letters are used on the map to designate grade levels as either (E) elementary, or (S) secondary.

**Parks and Recreation.** This designation is for improved open space lands whose primary purpose is recreation, and includes all local and regional parks.

**Open Space.** Open lands which are vacant of structures and improvements, and which are primarily maintained in their natural condition, are designated as open space. In some cases, maintained pathways which enhance access to the open space areas are considered compatible with this designation. The pedway along the perimeter of the City which provides access to San Francisco Bay is designated open space, as well as a large parcel of land located north of East Third Avenue along the northern boundary of the City and adjacent to San Mateo City wetlands.

**Public and Semi-Public:** Reserved for uses which are generally public serving in nature, including religious institutions, City offices, publicly owned recreation facilities, and fire and police facilities.

**Study Area:** This designation is for areas which

are in need of additional study. A specific plan or a special study will be prepared for the areas designated as "Study Area" in this plan: (1) Chess Drive Industrial; (2) the Marina site.

## Appendices

*General Plan Update: Policy Paper #1 - Determination of Unmet City Needs (June 20, 1989).*

*General Plan Update: Policy Paper #2 - Land Use Designations for Vacant Lands (August 1, 1989).*

*General Plan Update: Policy Paper #3 - Land Use and Circulation Element, Draft Goals, Policies and Programs (October 3, 1989).*

*General Plan Update: Policy Paper #3 - Revised "Draft Goals, Policies and Programs" Document for Land Use and Circulation Element (October 5, 1989).*



# Circulation Background

## Introduction

The long range land use and transportation plans for Foster City are closely linked. One cannot be significantly modified without considering its affect on the other. It is very important for the City's land use decisions to be linked to the capacity of the circulation system. The main purpose of this section of the Land Use and Circulation Element is to ensure that City policies provide for a transportation system which is adequate to serve the traffic projected to be generated by land uses shown on the General Plan Map.

It is a goal of this plan to reduce dependence on the automobile, and the number of single passenger trips within the City. Providing increased job opportunities in the City for residents, requiring employers to encourage use of Transportation Systems Management (TSM) techniques, and improving the City's system of bicycle and pedestrian pathways are several of the ways in which Foster City can move closer to this goal.

However, it should be noted that for purposes of evaluating the City's transportation system needs in this plan, significant increases in the use of transit and TSM were not assumed. It is not reasonable to assume that in the foreseeable future the lifestyle changes required to implement such measures will be made by large numbers of people. Therefore, new street and intersection improvements are

## KEY ASPECTS OF THE CITY'S APPROACH TO TRANSPORTATION PLANNING

Rather than focusing on only one solution to the problem of assuring an adequate transportation system, this plan focuses on several interrelated solutions:

- (1) Providing new, and improving existing, infrastructure to increase the capacity and efficiency of streets and intersections.
- (2) Increasing transit opportunities.
- (3) Reducing single passenger trips through Transportation Systems Management (TSM) techniques such as vanpooling and carpooling.
- (4) Increasing bicycle and pedestrian opportunities.

Land use policies contained in this plan can also help to minimize the effects of projected growth on Foster City's transportation system. Such policies will:

- (1) Encourage mixed use projects, which can reduce automobile trips and increase transit use by providing housing, shopping and working opportunities within close proximity of one another.
- (2) Strive to increase and maintain a balance between jobs and housing in the City in order to provide adequate opportunities for Foster City residents to work here.
- (3) Allow increased project densities when traffic does not decrease acceptable level of service standards as defined in the Foster City General Plan.

planned which will ensure acceptable service levels on the City's roadways, based on the development projected in the land use section of this plan. Increased use of transit, bicycles and TSM would further reduce impacts on roadway capacity.

## Circulation System Characteristics

### Street Classification

The Foster City street system consists of a hierarchy of streets serving different functions which are important to understand. The classification system takes into account the type of trip being made and the roadway's relationship to the land

uses it is serving. Pavement width, sight distance and travel speed generally increase as one moves from minor local streets to collectors and arterials. Map GP-5 shows the street network system in Foster City and the table below shows the number of miles of each type of street. The General Plan appendices contain a complete listing of Foster City streets by classification.

#### Roadway Characteristics by Type and Number of Miles in Foster City

Roadway Type	Number of Lanes	Number of Daily Vehicles	Number of Miles in City
Arterial	4-6	5,000-50,000	13.49
Collector	2	1,000-7,500	10.69
Local Residential (Public)	2	500-1,500	21.38
Local Residential (Private)	2	500-1,000	20.24
Total			65.80

**Freeways.** Freeways are designed to carry large volumes of traffic over long distances. They have limited access points, separate crossings and median strips separating the two way traffic. State Route 92, which passes through the City generally in an east-west direction, is a 4 lane freeway with two interchanges. U.S. Highway 101 does not pass directly through Foster city, but borders the City to the west and provides connections to several Foster City access points. It is an 8 lane freeway in the vicinity of the City and travels in a north-south direction.

**Arterial Streets.** Arterials feed heavy volumes of through traffic to highways and are generally designed with such traffic controls as medians, traffic lights and separate turning lanes. Access to arterials from curb cuts should be limited and located a minimum of between 125-150 feet away from intersections where possible. Arterial streets in Foster City are East Hillsdale Boulevard, Foster City Boulevard, Shell Boulevard, Metro Center Boulevard, East Third Avenue, Vintage Park Drive and Edgewater Boulevard. Standards for arterial streets generally call for a right-of-way width of 80'

#### PAVEMENT MAINTENANCE PROGRAM

Foster City utilizes a computerized Pavement Management System program in order to establish a maintenance priority list for resurfacing of City streets. Although the program calculations are quite detailed, the program can be summarized as follows:

- All streets are sorted into pavement management sections according to their construction history, traffic volume and pavement condition.
- Each management section is then inspected for raveling, cracks, patches and other surface distresses, and assigned a pavement condition index (pci). The pci values are scaled between 0 and 100, with higher values indicating a better condition.
- Once the pci values are determined, the program selects a maintenance treatment for each of the management sections and prioritizes them for resurfacing. The priorities are determined based on cost effectiveness value derived from an equation using the pci value, cost of the maintenance treatment and the estimated increase in the life expectancy of the pavement.
- Recommended maintenance treatments are then checked by the engineer for plausibility in the field. Additional costs not taken into account by the program are also added and the street resurfacing priority list is adjusted to fit the constraints of the budget.

to 110', depending on whether there is on-street parking, allowing for 4 to 6 travel lanes.

**Collector Streets.** Collectors are designed to channel traffic from local streets to arterials, and to handle short trips within neighborhoods. They are typically two-lane streets with a right-of-way width ranging from 60' to 80'. Examples of collectors in Foster City are Gull Avenue, Marlin Avenue, and Port Royal Avenue

**Local Residential Streets.** Local Residential streets provide direct access to residential uses. These streets are generally designed for low travel speeds and to protect residents from through traffic. In Foster City, all streets which are not either arterials or collectors are classified as local residential streets. These streets can either be public or privately owned streets (in general, privately owned streets are designated "Lane").

Publicly-Owned Local Residential Streets:

Standards for publicly owned residential streets require a 50' to 60' right of way, with parking on both sides.

Privately-Owned Local Residential Streets: Private streets typically are cul-de-sac or loop streets, with a narrow right of way - 26' for streets without parking, 32' if parking on one side, and 40' if parking on both sides. In 1987, approximately 26% of the City's residential streets were in private ownership.

*Traffic Generation*

To understand the link between land use decisions and their affect on roadway capacity, it is helpful to know the amount of traffic which is generated by different land uses. Residential uses dominate the City's land area, representing 46 % of all uses. In general, homes in single family subdivisions generate more daily trips per unit than do other housing types. Multi-family housing developments, specifically those located in "mixed use" developments, generate less daily trips due to demographic factors (such as smaller family size), and reduced necessity of trips for services. The adjoining tables are based on standardized trip generation data published by the Institute of Traffic Engineers.

**Number of Trips Per Land Use Type**

Land Use Type	Trips
<u>Residential Type</u>	<u>Trips/Unit</u>
Single Family	10
Condo/Townhouse	5.9
Apartment	6.1
<u>Commercial/Industrial Type</u>	<u>Trips Generated</u>
Neighborhood Retail Center	40.7/1,000 SF
Regional Retail Center*	59.0-95.0/1,000 SF
Quality Restaurant	95.6/1,000 SF
Fast Food Restaurant	777.0/1,000 SF
General Office**	8.2-24.4/1,000 SF
Light Industrial	7.0/1,000 SF
Research Center	6.1/1,000 SF
Hotel	8.7/1,000 SF

\* Center ranging from 50,000-200,000 sq. ft. in size  
\*\* Larger office buildings generate less trips

Source: Foster City Public Works Department

Traffic generation for commercial and industrial developments can vary quite a bit, depending on the specific use of a building. Peak hours of traffic generation can also vary greatly by land use, from 12-1 p.m. for a fast food restaurant, to 5-6 p.m. for a commercial office. The table below shows the number of vehicle trips which can be expected from different kinds of residential, commercial and industrial land uses in Foster City.

**Existing Roadway System Use**

Information on current and projected traffic conditions used in this element was obtained from several sources. Daily traffic on major streets was counted by the City in 1990 and again in 1992. In order to obtain the most accurate results, traffic counters are usually set out on Tuesday, Wednesday or Thursday.

Information regarding the current level of congestion on Foster City streets (described in terms of Level of Service, or LOS) was taken from a traffic study done for the City in 1992. Therefore, existing intersection levels of service described here reflect 1992 levels. Future projected traffic levels reflect the time period between 1992 and the year 2005, the projected year of buildout for the City.

Future traffic conditions were calculated for the City by a traffic consultant, BSI Consultants, Inc., using a traffic model which takes into account future land use development projected by the Land Use section of this element, year 2005 development projected for the City of San Mateo, and regional traffic increases projected for the Bay Area.

*Daily Traffic Volumes*

Existing and future daily traffic volumes for major roadways in Foster City are shown on Maps GP-6 and GP-7. Existing counts were made during 1992. The results show the general operating conditions of Foster City roads. The heaviest used arterial street in Foster City is East Hillsdale Boulevard, specifically the section between Altair Avenue and Norfolk Street in San Mateo, with an average daily volume of 39,900. Volumes on the remainder of East Hillsdale Boulevard range from 30,700 to 14,000, with volumes decreasing as the street progresses eastward.

## Level of Service Definitions

Level of Service	V/C Ratio	Delay	Description
A	Less than 0.60	No vehicles wait longer than one red indication. Average delay 0-16 seconds.	Free Flow - turning movements are easily made. All queues clear in a single signal cycle.
B	0.61 - 0.70	The number of vehicles waiting through one red indication is increased. Average delay 16-22 seconds.	Stable Flow - many drivers begin to feel somewhat restricted.
C	0.71 - 0.80	Occasionally vehicles may have to wait through more than one red indication. Average delay 22-28 seconds.	Stable Flow - backups may develop behind turning vehicles. Light congestion.
D	0.81 - 0.90	Delays may be substantial during short periods, but excessive backups do not occur. Average delay 28-35 seconds.	Approaching Unstable Flow - significant congestion on critical approaches. Car may have to wait for more than one cycle.
E	0.91 - 1.00	Delay may be great -- up to several signal cycles. Average delay 35-40 seconds.	Unstable Flow - Long queues develop upstream of the intersection.
F	Over 1.00	Excessive delay. Average delay over 60 seconds.	Forced Flow - jammed conditions. Backups from other locations may restrict or prevent movement of vehicles at the intersection under consideration.

### DAILY TRAFFIC VOLUMES

Traffic volumes are measured in terms of Average Daily Traffic (ADT) and peak period volumes. ADT's are the total number of cars passing over a fixed point on a road in an average 24-hour period. Peak period traffic is the total number of cars passing over a fixed point on a road during the busiest hours of the morning or afternoon, typically 7:00 to 9:00 a.m. and 4:00 to 6:00 p.m. Existing and projected traffic volumes are shown in the maps at the end of the Circulation Background section.

### LEVEL OF SERVICE

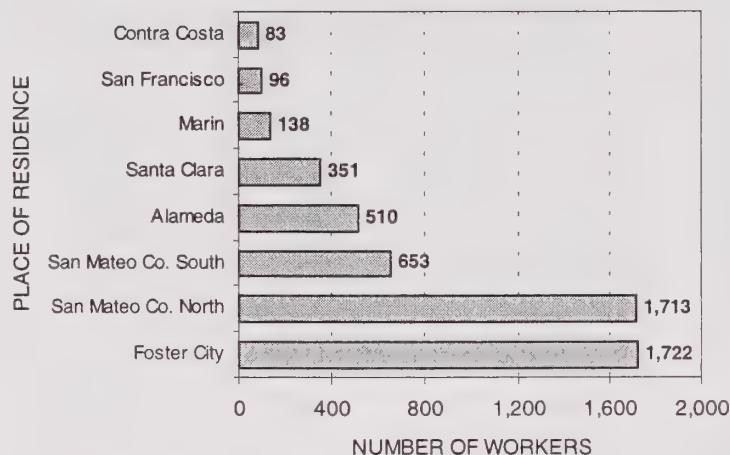
The relative congestion of roadways and intersections is measured by dividing the peak period traffic volume by the capacity of the roadway segment or intersection. The resulting ratios, called Volume to Capacity or V/C ratios, range from 0 to 1.00. These V/C ratios are classified into six levels of service (LOS). In brief, LOS ranks the quality of the roadway and intersection operations based on a scale of A through F, from best to worst.

### ROADWAY CAPACITY

When the V/C ratio of an intersection reaches 1.00, the intersection is "at capacity" and is described as operating at level of service E. When the V/C ratio exceeds 1.00, the intersection is then said to be operating at LOS F, and the capacity of the intersection has been exceeded (see the table above).

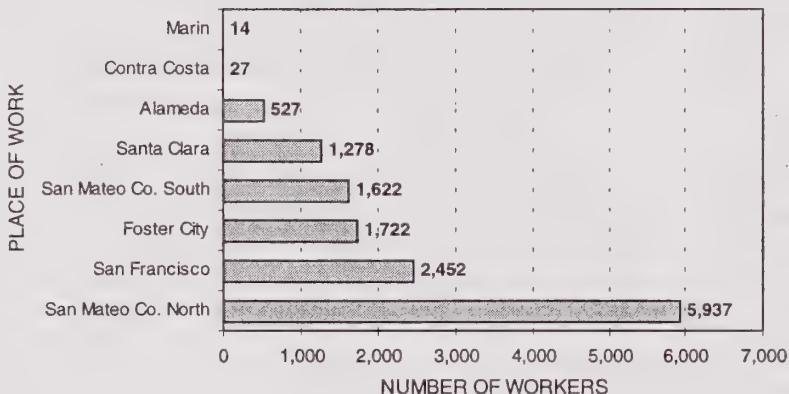
Roadway capacity, and thus LOS, is influenced by a number of factors: presence of on-street parking, traffic signals, number and frequency of side streets or driveways, pedestrian activity, left-turn pockets, and driver familiarity with the area. The more of these "friction factors" are present, the more the capacity of the roadway is reduced.

### JOURNEY TO WORK: 1980 RESIDENCE OF FOSTER CITY WORKERS



Source: Metropolitan Transportation Commission, June 1986

### JOURNEY TO WORK: 1980 FOSTER CITY RESIDENTS' PLACE OF WORK



Source: Metropolitan Transportation Commission, June 1986

Foster City Boulevard is the second most heavily used arterial. Volumes range from 28,300 average daily trips on the most heavily used section between Chess Drive and Metro Center Boulevard, to 2,700 average daily trips on the section between Marlin Avenue and Beach Park Boulevard. Edgewater Boulevard between Metro Center Boulevard and Beach Park Boulevard is also heavily travelled.

Traffic volumes shown for State Route 92 were obtained from Caltrans and are from 1987. On State Route 92, between Mariners Island Boulevard and Foster City Boulevard, the daily volume is 72,000. Between Foster City Boulevard and the San Mateo Bridge, the daily volume drops to 65,000.

#### *Historical Traffic Patterns*

Traffic in Foster City has increased significantly since 1980, mostly due to additional development in Metro Center, Vintage Park and Neighborhoods 7 and 8. However, large increases have not occurred in all areas. Traffic volumes on some major arterial streets, such as Foster City Boulevard and Edgewater Boulevard increased by 20% to 85% between 1980 and 1990, while traffic on East Hillsdale Boulevard only increased by 0 to 20%.

Foster City has historically been a residential community, with a large number of employed residents working outside the City, as illustrated in graph below. The 1980 census indicated that almost 2.5 times more workers left the City to work elsewhere than came into the City to work, as shown in the graphs to the left. Because of this, existing traffic flow patterns were characterized by outbound traffic in the morning hours and inbound traffic during the evening. In the time since 1980, however, commercial and industrial square footage in the City has increased substantially. As additional office and industrial space is completed in the Metro Center and Vintage Park developments, this traffic flow pattern is expected to balance out and, ultimately, to reverse.

#### *Intersections*

The flow of traffic on a given roadway segment is defined by the volume to capacity ratio of the nearest intersection since intersections control the roadway level of service (see level of service definitions). Maps GP-8 and GP-9 and the corresponding table on the next page illustrate the existing and future level of service (LOS) for various important intersections in Foster City. Existing LOS are for 1992 conditions.

## Baseline and Projected Level of Service

Intersection	1992 Existing Conditions				Proposed General Plan Future Conditions			
	A.M. V/C	A.M. LOS	P.M. V/C	P.M. LOS	A.M. V/C	A.M. LOS	P.M. V/C	P.M. LOS
<b>SR 92 RAMPS AT:</b>								
East 3rd Ave Eastbound					A	0.24	A	0.57
East 3rd Ave Westbound					A	0.09	A	0.15
Metro Center Blvd Eastbound	B	0.62	B	0.69	B	0.65	B	0.69
Chess Drive Westbound	E	0.94	C	0.76	D	0.83	D	0.86
Edgewater Blvd Eastbound	D	0.87	C	0.70	E	0.92	D	0.85
Fashion Island Blvd Westbound	B	0.53	A	0.53	A	0.51	C	0.74
<b>LOCAL STREETS SOUTH OF SR 92:</b>								
<i>Beach Park Blvd at:</i>								
Teal	A	0.27	A	0.07	A	0.27	A	0.05
Foster City Blvd	A	0.16	A	0.15	A	0.21	A	0.25
<i>East Hillsdale Blvd at:</i>								
Pilgrim Drive	A	0.48	A	0.34	A	0.46	A	0.32
Foster City Blvd	C	0.76	B	0.69	C	0.76	C	0.71
Shell Blvd	A	0.49	B	0.61	A	0.53	B	0.68
Edgewater Blvd	C	0.80	D	0.85	D	0.83	D	0.87
Altair Ave	A	0.59	A	0.53	C	0.71	C	0.77
Norfolk Ave	F	1.04	E	0.90	F	1.10	F	1.10
<i>Metro Center Blvd at:</i>								
Foster City Blvd/Triton Drive	C	0.75	F	1.38	C	0.74	F	1.29
Shell Blvd	A	0.11	A	0.20	A	0.40	A	0.43
Vintage Park Blvd	A	0.32	A	0.30	A	0.44	A	0.46
Edgewater Blvd	A	0.52	B	0.59	B	0.62	B	0.69
<i>Foster City Blvd at:</i>								
Metro Center/Triton Dr*	C	0.75	F	1.38	C	0.74	F	1.29
E.Hillsdale Blvd*	C	0.76	B	0.69	C	0.76	C	0.71
Bounty Drive	A	0.32	A	0.35	A	0.33	A	0.39
Marlin Ave	A	0.53	A	0.41	A	0.52	A	0.44
Beach Park Blvd*	A	0.16	A	0.15	A	0.21	A	0.25
<b>LOCAL STREETS NORTH OF SR 92:</b>								
<i>East 3rd Avenue at:</i>								
Foster City Blvd*	A	0.21	A	0.16	A	0.30	A	0.31
Mariners Island Blvd	A	0.29	A	0.20	A	0.46	B	0.53
Norfolk Avenue	B	0.63	C	0.72	B	0.70	C	0.74
<i>Foster City Blvd at:</i>								
Chess Drive S.	B	0.64	A	0.52	B	0.62	B	0.61
East 3rd Avenue	A	0.21	A	0.16	A	0.30	A	0.31
<i>Vintage Park Drive at:</i>								
Chess Drive	A	0.40	A	0.39	A	0.41	A	0.55
<i>Fashion Island Blvd at:</i>								
Mariners Island Blvd	D	0.85	A	0.42	E	0.95	B	0.67

\* These intersections are listed twice to allow for sequential listing of intersections along a given street.

LOS in italics could be improved to LOS D with the inclusion of recommended mitigation measures.

Source: BSI Consultants, Inc.

Three intersections in Foster City or providing access to Foster City are not currently operating at a peak hour LOS to the City's standard of D or better (as established by Policy LUC-50). During the morning peak hour, the intersection of State Route 92 ramps and Chess Drive is operating at LOS E and the intersection of East Hillsdale Boulevard at Norfolk (which is located outside the City limits) is operating at LOS F. During the evening peak hour the Foster City Boulevard/Triton Drive intersection is operating at LOS F, and the East Hillsdale Boulevard intersection at Norfolk is at LOS E. All other intersections within Foster City are currently operating at, or above, acceptable levels of service.

## Future Roadway System Demand

### Traffic Model

A traffic model is a mathematical way of describing the characteristics of the transportation system and simulating future traffic conditions. It is a useful tool for long-range transportation planning because it forecasts future traffic conditions based on a specific set of projected land use assumptions. Foster City's traffic model was first developed in 1984 and substantially refined by City staff in 1987. The model was refined again in early 1990 by TJKM Associates to reflect recent roadway improvements

### FOSTER CITY TRAFFIC MODEL

A computerized modeling system called Micro-Computer Urban Transportation Package (MINUTP) was utilized to simulate and project future traffic conditions in Foster City. The MINUTP system is one of the more sophisticated transportation planning software systems currently available for micro-computers. The system uses a gravity flow model technique to assign traffic to a street system based on existing and projected land uses. Modeling involves many detailed tasks which evolve into a description of travel patterns in and around the City. This modeling process is conducted in the following way. First, a model type is chosen and the variables (roadway and land use) are specified. Second, the model is calibrated to reproduce the current observed travel behavior as accurately as possible. Finally, the projected travel demand is forecasted. The Foster City model will be periodically updated to reflect changing conditions in the City and ensure useful projections of future traffic conditions.

and to include regional traffic projection data. The model was refined again in 1992 by BSI Consultants.

For purposes of the model, projected traffic volumes are calculated using the total amount of housing units and building square footage projected by the Land Use section of this element. This information is divided into 81 traffic zones and translated into traffic volumes using various trip generation rates for different types of land use, as described previously. The boundaries of the traffic zones are based on land use and access patterns to the arterial street system. Traffic volumes are fed onto local streets, arterials and highways using a formula that determines which route traffic will take to reach a given destination. The model then calculates the traffic volumes and estimates intersection levels of service based on the future capacity of individual roadway segments and intersections.

### Average Daily Traffic

Overall, traffic is expected to increase in Foster City through the buildout year 2005. However, the increase will be less than that experienced during the ten year period 1980-1990. Future daily traffic volumes are shown in Map GP-7. Moderate daily traffic volume increases (between 10 and 33%) are expected on major arterial East Hillsdale Boulevard and Foster City Boulevard.

### Intersections

The City's traffic model indicates that, with all the improvements discussed below completed, four intersections will operate below LOS D during the evening peak period. The four intersections are:

- (1) Foster City Blvd/Triton Drive - LOS F in PM.
- (2) SR 92 Ramps/Edgewater Boulevard - LOS E in AM.
- (3) East Hillsdale Blvd/Norfolk Avenue (located outside the City limits) - LOS F in AM and PM.
- (4) Fashion Island Blvd/Mariners Island Blvd (located outside the City limits) - LOS E in AM.

The future levels of service for Foster City intersections are shown on page 3-28 and Maps GP-8 and GP-9. The table provides a comparison of

the existing and future volume to capacity (V/C) ratios and Level of Service (LOS) for these intersections.

## Roadway Improvements

### *Planned Improvements*

The City Public Works Department has identified several major street improvements needed to increase roadway capacity to handle future expected increases in traffic. A number of needed intersection modifications have also been identified. The traffic model used to project the future traffic conditions discussed above assumed that all of these improvements were completed. Planned roadway improvements include:

(1) **SR 92 Widening.** Widen SR 92 to six lanes plus auxiliary lanes between U.S. 101 and the San Mateo-Hayward Bridge.

(2) **East Hillsdale Boulevard/Edgewater Boulevard Intersection Improvements.**

Add a southbound right turn lane on Edgewater Boulevard and provide two left turn lanes from eastbound East Hillsdale Boulevard to northbound Edgewater Boulevard.

### *Improvement Timing*

The Vintage Park Drive overcrossing and Foster City Boulevard widening have been recently completed.

Developments planned in the City which are expected to contribute significantly to the projected traffic increases are located in the Vintage Park and Metro Center areas. Most of these planned projects are expected to be completed after or concurrently with the planned street improvements.

Development of other large vacant properties (north of East Third Avenue and the High School site) is not anticipated within the next 5 years, when all street and intersection improvements are expected to be completed.

### *Additional Improvements Required*

The traffic analysis prepared by the consultant indicates that if the City were fully built out as planned for in the Land Use section of this element, and all the improvements discussed above were completed, four intersections would operate below the City's acceptable peak period LOS of D:

- (1) Edgewater Boulevard/SR 92 Ramps - LOS E in AM.
- (2) East Hillsdale Boulevard/Norfolk Avenue - LOS F in AM and PM.
- (3) Mariner's Island Boulevard/Fashion Island Boulevard - LOS E in AM.
- (4) Foster City Boulevard/Triton Drive/Metro Center Boulevard - LOS F in PM.

## SAN MATEO INTERSECTIONS

There are two intersections located in the City of San Mateo whose operations are of concern to Foster City and for which there is shared responsibility with the City of San Mateo.

**East Hillsdale Boulevard and Norfolk Street.** This intersection, a major entry point into Foster City, is currently operating at LOS F during the morning peak period and LOS E during the evening peak. Future projections, which take into account both local and regional traffic, indicate this intersection will continue to operate at LOS F during the morning peak period and will worsen to LOS F during the evening peak period. The City's traffic consultant, BSI Consultants and TJKM Associates, who also prepared the traffic study for the City of San Mateo's 1990 General Plan update, have concluded that there is no feasible mitigation to relieve the peak period LOS F conditions at this intersection. However, the traffic model projections indicate the intersection, which currently has a volume to capacity (v/c) ratio of 1.10, will not worsen significantly in the future.

**East Third Avenue and Norfolk Street.** This intersection provides a second, although less significant, entry to Foster City. Currently, the intersection operates at LOS B during the morning peak period and LOS C during the evening peak period. Future projections indicate the service level will remain at LOS B during the morning peak period and LOS C during the evening peak period.

### SOUTHERN ACCESS TO REDWOOD CITY

There is no existing access into Foster City from either Redwood City or Belmont, the City's neighbors to the south. Foster City can be reached only from San Mateo to the west via Hillsdale Boulevard, State Route 92 and East Third Avenue, or from Hayward to the east via the San Mateo Bridge (State Route 92). Because of this limited access, previous circulation plans and studies have discussed the possibility of providing a "southern extension" of Edgewater Boulevard. The 1974 Land Use and Circulation Element showed an extension of Edgewater Boulevard through Belmont to an interchange with U.S. 101. However, residential development completed since that time would now preclude such an alignment. More recent studies discuss the extension of Edgewater Boulevard to cross Redwood City rather than Belmont. The City retains the necessary right-of-way to complete such a project.

A 1984 traffic circulation study discussed the need for, and the positive and negative impacts of, constructing an extension of Edgewater Boulevard. The study concluded that the extension would substantially increase traffic along Edgewater Boulevard without providing any significant relief of traffic on East Hillsdale Boulevard. If the extension were not constructed, the study found, East Hillsdale Boulevard could be modified to handle future traffic increases.

The traffic analysis completed for this plan does not assume any southern access to the City. The analysis concludes that with all improvements noted in this plan, traffic congestion can be mitigated to acceptable levels. Although this plan does not foresee a need for an extension of Edgewater Boulevard, the City will continue to retain the existing right-of-way, should future studies indicate the extension is needed.

Mitigations have been identified by the consultant which, if implemented, would increase levels of service to acceptable levels for two of the intersections:

(1) **Edgewater/SR 92.** Re-stripe southbound lanes to provide two through and two left turn lanes. No widening is required. This mitigation measure will improve the Level of Service at this intersection to LOS D.

(2) **Foster City Boulevard/Triton/Metro Center Boulevard.** Re-stripe the eastbound Metro Center Boulevard to provide two left, one thru-right and one right turn lanes; relocate southerly crosswalk to north side; modify signal operation to left turn phasing. This mitigation measure will improve the Level of Service at this intersection to D during the evening peak hour.

(CalTrain) operates between San Francisco and San Jose, passing through San Mateo. The transit station for this commuter line is located off West Hillsdale Boulevard, just west of U.S. Highway 101 in San Mateo, and is accessible to Foster City residents by private auto or by bus.

Transit does not currently play a major role in Foster City's transportation network. There are several possible reasons why this is true. First, car ownership is very common in Foster City. As shown to the left, only 2% of households do not have any cars and 74% have one or two cars available.

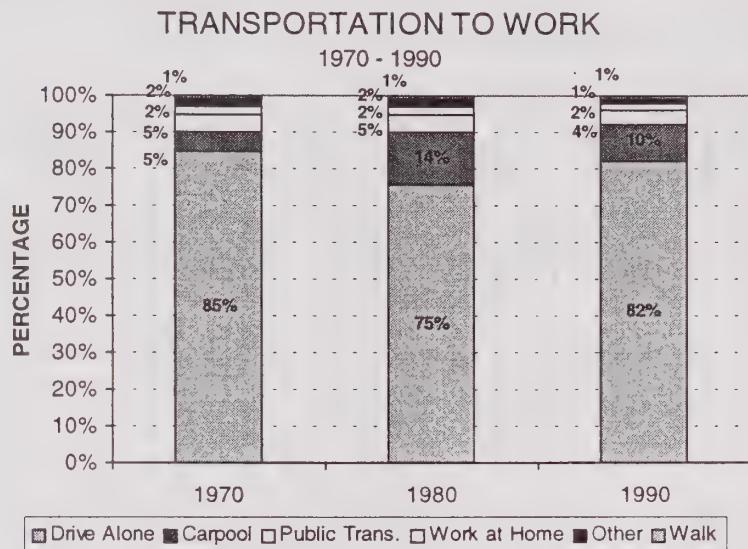
Second, transit usage and population densities are directly related. According to the Alameda-Contra Costa Transit District (AC Transit), studies have shown that when residential densities range between one and seven units per acre, transit use is minimal. When densities increase to 30 units per acre, transit usage triples, and when they are as high as 50 units per acre, transit trips can outnumber auto trips ("Guide For Including Transit in Land Use Planning", 1983). While Foster City densities are higher, on average, than other similar suburban cities, the overall density of the City is low by transit service standards.

Third, out-commute to a wide range of locations not served or easily served by current transit is available to Foster City workers.

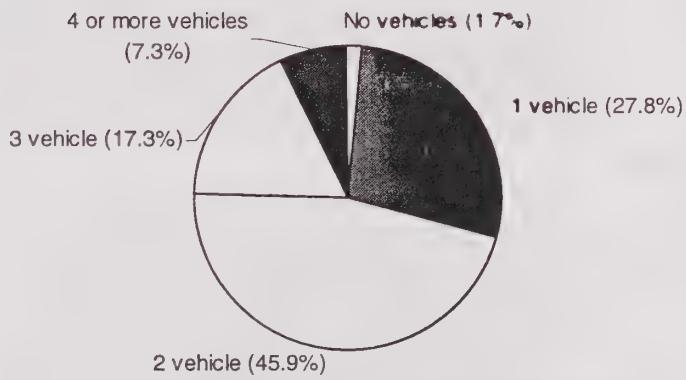
## Alternative Transportation

### Public Transit

Public transit service in Foster City is provided by the San Mateo County Transit District (Samtrans). Samtrans provides two local bus routes, three express bus routes to San Francisco, and one bus route to the East Bay, as illustrated in Map GP-10. In addition to bus service, a fixed rail commuter line



### VEHICLE AVAILABILITY FOR HOUSING UNITS - 1990



Source: 1990 Census

waiting areas can help make transit more convenient to use. Off-street facilities located at developments which are considered large, but unsteady, traffic generators (such as shopping centers, centers of worship, and recreational facilities) can also help to improve ridership levels. The City has adopted a policy (Policy LUC-54) to ensure that provisions for such facilities are included in new developments.

**Bus Routes.** New or revised bus routes may be needed in some areas, especially north of East Hillsdale Boulevard, where the Metro Center and Vintage Park developments are located. As these developments reach build-out and large employers locate in them, it may be desirable to provide commuter bus service to these projects. A new bus route or an addition to an existing route could serve both projects via Foster City Boulevard and Vintage Park Drive or Lakeside Drive. The City will work with Samtrans to develop new routes to better serve the increasing daytime population at these centers.

**Park and Ride Lots.** The AC Transit District, which operates in the East Bay, has found that where park and ride lots have been established, the result is faster trip times for the passenger and more efficient transit operations. Currently, there are no park and ride lots located in Foster City. Samtrans has indicated

As illustrated on this page, in 1990 over 80% of Foster City's employed residents drove alone in their own car to work. Another 10% drove in carpools, but only 2% used transit. A comparison with 1970 census figures reveals that while the number of carpoolers doubled since 1970, from 5% to 10%, but the number of persons riding transit to work did not change. However, since 1980, the proportion of people using carpools has declined from 14% and the proportion of people using public transportation declined from 5%. The commercial and industrial development that has been completed since 1980 and which is currently under construction will provide significant job opportunities for Foster City residents, potentially reducing commuter traffic and increasing transit opportunities. However, there is still opportunity to improve public transit opportunities in Foster City.

#### *Improvement of Public Transit Opportunities*

In areas of higher density, especially areas with large daytime work force populations, transit ridership can be improved in several ways, as described below:

**Bus Turnouts and Shelters.** The provision of bus turnouts and sheltered

interest in developing such a lot along East Third Avenue, just north of Mariners Island Boulevard.

**Transportation Systems Management (TSM).** Transportation Systems Management (TSM), discussed in greater detail below, can lead to increased transit ridership. Programs to increase ridership can include promotion of transit to employees, and incentives offered by employers such as subsidized transit fares.

### Bikeways and Pedestrian Routes

Bikeways are shown on Map GP-10. The Bikeways Master Plan is intended to link Foster City's neighborhoods, schools, and parks. A bicycle/pedestrian pathway has been developed which circles Foster City. The trail follows the outer lagoons and bay and includes a segment located within the City of San Mateo. The city also has small scale auto-free pedestrian links between schools and their surrounding neighborhoods and parks.

### Transportation Systems Management

Transportation Systems Management (TSM) is a broad term which refers to the combining of several programs used by employers to reduce the number of single occupancy vehicles utilizing the transportation system. The variety of non-roadway improvement measures which can be involved in a TSM program include ridesharing, flex-time, bicycling, walking, vanpooling, charter buses and telecommuting.

In March, 1992, Foster City agreed to participate in a Joint Powers Agreement to establish an Intercity Transportation Management Authority. The Intercity TSM Authority is a joint effort among neighboring cities to establish an organization and procedures for governing a joint TSM program. The City adopted a model ordinance, to be used by each participating City, which sets forth the provisions of the TSM program. The ordinance provides the City with the means of advising business establishments in the City of the need to reduce peak hour single occupant commute traffic.

The overall objective of the ordinance is to address the goal of a 25% reduction in the single occupant

vehicle at peak commuter times within 4 years. While there are mandatory provisions in the ordinance, businesses are not held responsible for meeting the 25% reduction goal. The overriding goal of the ordinance is to develop the voluntary support and cooperation of the business community.

The ordinance requires participation at several different levels, depending on the number of employees. All existing and new businesses are required to comply. A TSM Administrator has been appointed by the TSM Board of Directors to manage the program.

To help ensure the success of the TSM program, the ordinance also directs the TSM Board of Directors to develop incentives to achieve full employer participation. The incentives are to be in at least the following categories: (1) Financial, in the form of credits against TSM impact fees for employer expenditures for TSM purposes; (2) assistance in the development of employer TSM programs; and, (3) Public recognition of employers for notable efforts and achievements.

### Parking Needs

The majority of trips into and within Foster City are

#### PROVISIONS OF TRANSPORTATION SYSTEMS MANAGEMENT ORDINANCE

- Every employer must submit annually to the TSM Administrator an Annual Transportation Survey providing employee commute information.
- Employers with 25 or more employees are required to prepare and implement a TSM information programs describing commuting options available to their employees.
- Every employer with 100 or more employees must prepare and implement a TSM Program which designates a workplace TSM Coordinator and includes strategies to increase employee participation in commute alternatives.
- Employers with 25 or more employees must pay an Impact Fee not to exceed \$3.00 per employee for the first year, and \$5.00 per employee for subsequent years. The fee is to offset the costs of administering the program, and will be determined based on the total budget requirements less any alternative revenue.

made by automobile. The end result of each trip is the need to find a parking space. Because Foster City is a relatively "well-planned" City, it does not experience significant parking problems, as do some other older peninsula cities.

Residential development since incorporation has been required to include parking at standards such that there are no parking problems. Commercial properties have frequently used the concept of shared parking with adjacent uses which has frequently lead to confusion on the part of shoppers regarding the availability of stalls at adjacent sites.

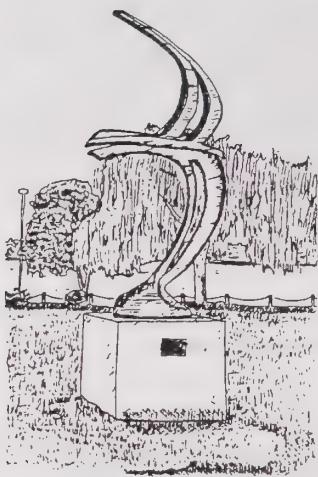
#### **FLEXIBLE PARKING REQUIREMENTS**

The City Municipal Code allows for some flexibility in the provision of parking. Required off-street parking for any residential, commercial or office project may be reduced if any of the following measures are used by the developer, subject to approval by the City:

- (1) Shared Parking Facilities
- (2) In-lieu fees and off-Site Parking Facilities
- (3) Planned Development District

## **Appendices**

*City of Foster City Traffic Circulation Study, BSI  
Consultants, Inc., January, 1993.*



# Land Use and Circulation Goals, Policies and Programs

## Introduction

The Land Use and Circulation portions of the Foster City General Plan have historically been integrally related to each other. Although the character of Foster City has been established by past land use decisions, there are still many decisions to be made in the near future. Maturity in the character of a city does not necessarily mean the city is stagnant or that there are no future land use decisions to be made.

This section of the element draws upon the background information to establish goals and policies that will guide future city actions related to Foster City's development and any changes in land uses or redevelopment. The impacts of future actions must be measured against the City's goals. The land use policies and programs contained in this document are intended to guide the future development of vacant lands and underutilized parcels in the City. Additionally, based on an analysis of existing development patterns, the land use categories and designations establish a variety of housing and population density and building intensity standards consistent with the existing pattern of development in the City.

To carry out the goals and policies, implementing programs are also recommended. These are specific actions the City will undertake to put the Land Use and Circulation Element into practice.

The time period envisioned for the goals, policies, and implementation measures is 15 years. This time period should include build-out of the City and some redevelopment or change-of-use activities.

Ideally, residential densities are measured as the number of persons per acre. However, since the number of persons in a household fluctuates over time, densities in this plan are established using units per acre as the variable. Units per acre can be translated into persons per acre by applying the average number of persons per household. The 1991 estimate by the California Department of Finance was 2.5 persons per household.

A general plan must seek to identify the intensity of use allowed on sites designated for commercial and industrial uses. Intensity of use refers to the amount of activity allowed on any specific parcel. For instance, an office park with a significant number of employees is a more intensive use of the land than is a park or recreation area.

One of the most common ways to measure the intensity of commercial and industrial development is the use of Floor Area Ratios (or FAR's). Floor Area Ratio is the ratio of the total building floor area to the size of the lot (gross floor area divided by lot area equals the FAR). For example, a building with a total floor area of 20,000 sq.ft. on a 40,000 sq.ft.

lot has an FAR of .50. Floor Area Ratios can be used as a regulatory tool, either alone or in conjunction with other development standards, such as lot coverage, Building height, or bulk restrictions. While Foster City does not use Floor Area Ratios specifically into its regulatory mechanisms for

commercial or industrial projects, they are useful in establishing a measure of building intensity which can be expected on a parcel designated for a specific commercial or industrial use. A description of existing FAR's is included for each commercial and industrial land use category definition.

## Land Use and Circulation Goals

### LUC-A

#### **Preserve the Quality of the City's Residential Neighborhoods.**

Preserve and strengthen the identity and qualities of Foster City's residential neighborhoods and assure that: (1) all new development, renovation or remodelling are harmoniously designed and operated to integrate with the existing neighborhood; (2) noise, traffic and other conflicts between residential and non-residential land uses are eliminated to the extent possible; and (3) each residential neighborhood has access to a developed park or park-like recreational area within walking distance to most residents, and that park facilities are well maintained, diverse and adequate to meet the needs of residents.

### LUC-B

#### **Promote Proper Site Planning, Architectural Design and Property Maintenance**

Ensure high quality site planning and architectural design for all new development, renovation or remodelling and require property maintenance to maintain the long-term health, safety and welfare of the community.

### LUC-C

#### **Provide for Economic Development**

Provide for economic development which: (1) maintains the City's ability to finance City services and construction and maintenance of public improvements; (2) offers local employment opportunities for Foster City residents so that inter-city commuting can be reduced; (3) assures the availability and diversity of resident-serving goods and services; and (4) allows for specialized commercial uses, such as automobile service stations, water-oriented commercial uses and day care facilities.

### LUC-D

#### **Maintain a Variety of Land Uses**

Maintain land designated for a variety of residential, commercial, light industrial, recreational and public institutional purposes which: (1) provide a mix of housing types, densities and tenure; (2) ensure that a variety of commercial and industrial goods, services and employment opportunities are available in Foster City; and (3) offer a range of recreational and public facilities to meet the needs Foster City's residents.

### LUC-E

#### **Reinforce Metro Center as a City-wide Focal Point**

Establish and reinforce Metro Center as the Focal Point of the City and enhance the potential of Metro Center as a competitive business and activity center and specialized mixed use living environment.

**LUC-F****Provide Adequate Services and Facilities**

Ensure that new and existing developments can be adequately served by municipal services and facilities.

**LUC-G****Assure Safe Industrial Uses**

Ensure that industrial uses are safe and strictly control any industrial by-products or emissions which may adversely affect the health or safety of Foster City residents or workers and the overall environment in Foster City.

**LUC-H****Encourage Mixed Use Projects**

Encourage mixed use projects, with the residential portion of mixed use projects built at the maximum allowed densities to reduce trips to, from and within the City.

**LUC-I****Provide for Diversified Transportation Needs**

Develop, improve and maintain a circulation system which provides efficient and safe access for private vehicles, commercial vehicles, public transit, emergency vehicles, bicycles and pedestrians.

**LUC-J****Maintain Acceptable Operating Conditions on the City's Road Network**

Maintain acceptable operating conditions on the City's road network at or above LOS D and encourage the maximum effective use of public and private vehicles, reduce the growth in peak hour traffic volumes and reduce single passenger trips.

**LUC-K****Provide Adequate Parking**

Ensure that adequate off-street parking is incorporated into new projects and designed for safe and effective circulation.

## Land Use and Circulation Policies

### *Sphere of Influence/Annexation*

LUC-1 **Sphere of Influence.** Foster City's Sphere of Influence shall continue to be co-terminus with the City limits boundary. A Sphere of Influence is defined (Government Code Section 54774) as the ultimate probable physical boundaries and service area of a local agency.

### *Land Use Map*

LUC-2 **Land Use Map.** The Land Use Plan map and the policy text of the General Plan are complimentary; the written policies set forth the basic approach to be taken while the map shows the intended spatial application of the written policies. The General Plan Land Use map land use designations may be subject to change at the initiation of a land owner or the City, depending on City needs, environmental conditions and changes in surrounding land uses. The adopted Land Use Plan and any Land Use Plan amendments will comprise the Foster City Land Use Plan map.

LUC-3 **Land Use Categories.** Land use categories are generalized groupings of land uses and titles that define a predominant land use type. All proposed projects must meet density and Floor Area Ratio standards for that type of use and other applicable development standards, such as height, setbacks and lot coverage, established by the City's Zoning Ordinance. Exceptions to these standards may be allowed in some instances as allowed by the Zoning Ordinance, consistent with the goals and policies of the Foster City General Plan. Some listed uses will be conditional uses under the Zoning Ordinance and may be allowed only in limited areas or under limited circumstances.

LUC-4 **Study Areas.** Sites or areas identified on the Land Use Plan map which are in need of additional study. A specific plan or a special study will be prepared for the three areas designated as "Study Area" in this plan: (1) Chess Drive Industrial; (2) the Marina Site.

LUC-5 **Potential Housing Sites.** Sites or areas identified on the Land Use Plan map which should be considered for potential housing if a change in current use is proposed, consistent with Policies H-30 and H-31 of the Housing Element and the goals and policies of the General Plan. Sites shall be so designated only after a site specific study and amendment to the General Plan. To implement this policy, the City will conduct a study of potential housing sites (see Housing Element Program H-0 "Housing Sites Study"), which shall be adopted as an appendix to the General Plan. The City will require that prior to considering a change in use proposed by anyone other than the City at the sites identified in this study, the City shall review the site as a potential housing opportunity site.

LUC-6 **Planned Development Zoning.** The Planned Development zoning designation may be applied to any designated multi-family, commercial or industrial site to allow a mixed-use project, subject to the following standards:

- a. In residential zones, commercial establishments provide goods or services primarily to residents of the project in which the establishment is located and to adjacent residences.
- b. In residential zones, commercial uses are limited to the ground floor of a multistory

residential building or to single-story buildings.

- c. Advertising or identification signs are limited in size and number, and regulated by a project-specific sign program.
- d. Any residences located in the development can be protected by landscaping, open spaces, and other design features from the noise and traffic generated by commercial establishments.
- e. Off-street parking for residents, employees, and customers is provided in accordance with the Municipal Code.
- f. An adequate amount of open space for use by any residents of the project is provided. Such open space area should be protected to provide a private area for residents.

#### *Residential Land Use Categories*

LUC-7 **Preservation of Residential Neighborhoods.** Preserve existing residential neighborhoods by maintaining their residential design and character and appropriate uses. The City will prohibit the conversion of single-family residences along major streets to any uses other than residential (except that home occupations meeting City requirements shall be allowed).

LUC-8 **Jobs/Housing Balance.** The City will continue to strive for a balance between the number of jobs in the City and the number of housing units available to house workers. To achieve and maintain such a balance, the City will encourage and support, through other policies and programs of this element, mixed use projects which provide both housing and employment opportunities, and whenever possible, the development of affordable housing.

LUC-9 **Single Family Residential.** Allows up to 8 dwelling units per acre (du/ac). This is the single largest residential category, and single family homes are located in every residential neighborhood except one.

LUC-10 **Two Family Residential.** Allows up to 10 dwelling units per acre. This designation recognizes the small percentage of existing duplex homes in the City. The designation has been applied to a small area in the northeastern portion of the City, on Comet Drive (Neighborhood #1). Duplexes serve as a transition area between traditional single family detached homes and higher density multi-family developments. The density range and zoning requirements have been established in recognition that duplexes are an existing housing type intermediate to single-family detached homes and townhomes. Duplexes should provide the outward appearance of a single-family neighborhood, but at densities closer to those of townhomes.

LUC-11 **Townhouse Residential.** Allows up to 15 dwelling units per acre. Townhomes in Foster City generally function as attached single family homes and usually provide some private open space in addition to common areas.

LUC-12 **Condominium Residential.** Allows 15-35 dwelling units per acre. Condominium developments are usually constructed at a higher density than townhomes. Any open space areas are common to all residents.

LUC-13 **Apartment Residential.** Allows 20-35 dwelling units per acre. Apartment developments in

Foster City generally provide the highest density living environment, although some apartment and condominium developments are very similar with respect to density and amenities.

LUC-14 **Residential Density Ranges.** All residential densities are expressed in gross area density, which includes streets. There is no guarantee that any individual project will be able to achieve maximum densities. In some special cases, densities can be increased above the high end of the range shown. The following parameters should provide a starting point in establishing project-specific densities:

- a. Densities of undeveloped sites should be estimated at the middle of the range, rather than at the high end of the range.
- b. The low end of the range will be appropriate for "problem" sites, such as those with restrictive easements, difficult shape, or other physical or infrastructure problems.
- c. The high end of the range is achievable under General Plan policies and the "PD" Zoning designation only when excellence of design in accordance with prevailing residential densities of adjacent developed areas is achieved.
- d. In accordance with policies established in this Plan, mixed use developments may be allowed on a site designated for multifamily use, as long as that site is zoned for "Planned Development" and the project meets the standards as set forth in the policies and the City's zoning ordinance.

LUC-15 **Density of Residential Projects.** The City will allow for a range of residential densities and housing types. Densities should be calculated based on gross square footage of parcels, unless circumstances require the use of net buildable land instead. The maximum allowed density may be achieved by use of the "PD" zoning designation or through mixed use residential/commercial development in appropriate locations. The maximum residential density for a particular type of housing may be approved if the following are included:

- a. Excellence in architecture and site planning is achieved through creative solutions to building location and/or design, the preservation of views or vistas, the creation of usable open areas for public and/or private enjoyment, the provision of pedestrian/bicycle pathways for links to existing or proposed routes, the preservation of Bay wildlife resources, and the conservation of energy resources (through solar siting, clustering, etc.).
- b. Clustering to reduce paving, grading runoff, and changes in vegetation cover is used.
- c. Additional landscaping area is provided to enhance the natural qualities of the site.
- d. Recreational facilities are provided on-site for the enjoyment of project residents.
- e. Traffic, noise, or visual effects of the higher density development would not significantly affect adjacent or nearby residences, or the overall streetscape.
- f. Very low, low and moderate income units are included in the project.

LUC-16 **Provision of Affordable Housing.** The City will implement the policies and actions outlined in the Housing Element to increase the economic feasibility of providing housing affordable to low

and moderate income residents. The City will allow increased residential densities in exchange for, among other criteria, the inclusion of lower and moderate income dwelling units, if the initial and future affordability is guaranteed through participation in an affordable housing program. Specific types of requirements include:

- a. **Residential Projects within the Community Development Area.** All residential developments within the Community Development Project Area shall be required to provide a specified percentage of lower and moderate income housing consistent with Housing Element Policy H-21.
- b. **Residential Projects Outside of the Community Development Area.** On sites outside the Community Development Project Area, the City will negotiate with developers to include homes affordable to lower and moderate income residents by offering incentives as outlined in the Housing Element and the Zoning Ordinance.

LUC-17 **Density Bonus for Affordable Housing and Senior Housing Projects.** A density bonus above the maximum density otherwise allowed may be granted for affordable housing projects consistent with Policy H-23 in the Housing Element. Density increases may be allowed for projects meeting particular City needs for senior housing and housing in commercial areas.

LUC-18 **Mixed Use Residential/Commercial Projects.** The City will encourage the housing production by allowing mixed residential/commercial projects to be built with the residential portion of mixed use projects built at the maximum allowed densities to reduce trips to and from and within the City. In allowing higher residential densities for mixed use projects, the project must comply with the goals and policies of the General Plan, including Policies LUC-15 and LUC-16.

#### *Commercial and Industrial Land Use Categories*

LUC-19 **Meeting Commercial and Industrial Land Use Needs.** Provide enough land for commercial and industrial uses to allow for the development of commercial establishments that provide basic goods and services to Foster City residents.

LUC-20 **Town Center Commercial.** This designation is reserved for the area located northwest of East Hillsdale Boulevard, bounded by Foster City Boulevard to the north and State Route 92 to the west. The area includes a 100-acre development known as Metro Center, in addition to other office developments. Metro Center is intended to serve as Foster City's downtown core. The highest intensity uses in the City would be allowed, with Floor Area Ratios (FAR) for office developments ranging from .55 to 2.0 FAR. Town Center office developments located outside Metro Center, have lower FAR's which range from .18 to 1.5 FAR.

LUC-21 **Neighborhood Commercial.** Reserved for small neighborhood convenience shopping centers whose primary focus is servicing the immediate neighborhood. Although uses allowed in the centers are mostly limited to neighborhood serving uses, a percentage of the floor area of each center may be occupied by uses which are community serving in nature. In addition, the City will allow housing or a mix of housing and commercial development at specifically designated "housing opportunity sites", consistent with Policy LUC-5 ("Potential Housing Sites"). However, neighborhood commercial sites shall only be so designated after a site specific study and rezoning. Floor Area Ratios (FAR) of neighborhood commercial centers generally range between .20 and .30 FAR. The density of housing will be determined at the time a site specific

study is complete.

LUC-22 **Service Commercial.** Includes a mix of uses providing general services. The area bounded by Foster City Boulevard, East Hillsdale Boulevard, and State Route 92 is designated Service Commercial and contains a mix of research and development firms, storage and professional offices. Also located in this area are food establishments, including several fast food restaurants, and a community theatre (Hillbarn). Land use intensities vary greatly in this area, from relatively low Floor Area Ratios (FAR) of .03 to .12 FAR for restaurant and gas station uses, to higher intensity office developments with FAR's ranging from .20 to .98 FAR (although most developments fall in the lower end, .20 to .40 FAR, of this range).

LUC-23 **Waterfront Commercial.** This designation allows only for commercial development which is directly related to, and enhances the public use of, the waterfront without damaging environmental effects. Appropriate commercial uses would avoid impacting wetlands and could include restaurants, commercial recreation, marine-related retail and offices and marina berths. The site could also be used to expand the wetland areas in order to provide mitigation for off-site projects. At the present time, only the proposed Foster City Marina site is designated for waterfront commercial uses.

LUC-24 **Light Industrial.** Includes wholesale facilities, storage warehouses and the manufacturing, processing, repairing, or packaging of goods. Emission of fumes, noise, smoke or other pollutants or nuisances are strictly controlled. A limited amount of general office use is acceptable in this area provided the uses meet the requirements established for the M-1 (Light Industrial) zoning district. The M-1 district is proposed to be amended to allow general office uses as part of this element. Floor Area Ratios (FAR) for developments in the industrial area range from .20 to .60 FAR.

LUC-25 **Research/Office Park.** Areas with this designation contain office, research and development, and manufacturing establishments whose operations are clean and quiet. Mixed-use projects which include some retail and residential uses in addition to office and research uses may, under certain conditions, be considered compatible with this designation. Such conditions include compatibility of uses and project design (land planning, architecture, etc.). A large portion of Vintage Park, the vacant lands north of East Third Avenue and the Lincoln Centre area are all designated for Research/Office Park use. The intensity of development found in Vintage Park and Lincoln Centre are very similar, with Floor Area Ratios (FAR) generally ranging from .20 to .60 FAR in Vintage Park, and .26 to .56 FAR in Lincoln Centre. The intensity of development for the East Third Avenue, Bridge Landing and vacant Vintage Park sites is anticipated to have an FAR up to 1.0.

LUC-26 **Location of Commercial Areas.** The commercial area along East Hillsdale, between Edgewater Boulevard and Gull Avenue, and along Foster City Boulevard, between State Route 92 and East Hillsdale Boulevard, including Metro Center, will be promoted as the focus of business, office, cultural, and government activity. A range of office, commercial, and government services should be retained to reinforce the focus of commercial activity along East Hillsdale Boulevard. Some higher density residential uses may be allowed along East Hillsdale Boulevard. New commercial retail developments north of East Hillsdale Boulevard shall be part of the Vintage Park or Metro Center developments. No new retail commercial developments shall be allowed south of East Hillsdale Boulevard unless they are part of a larger mixed use development.

LUC-27 **Evaluation of Higher Intensity Commercial and Residential Uses Along the North Side of East Hillsdale Boulevard, Between Shell Boulevard and the County (Werder) Fishing Pier.** Requests for higher intensity commercial or residential uses to replace existing commercial uses along the north side of East Hillsdale Boulevard, between Shell Boulevard and the County (Werder) fishing pier, will be evaluated consistent with traffic, design, and municipal infrastructure and service constraints, including:

- a. Capacity of infrastructure in this area to accommodate increased densities.
- b. Public transportation improvements.
- c. Appropriate height and density for new commercial uses.
- d. The types of appropriate commercial uses.
- e. Internal circulation and parking.
- f. Landscaping and architectural design.

LUC-28 **Retail Shopping Centers.** The City's retail shopping centers shall be classified into two categories: neighborhood commercial centers and specialty commercial centers. All neighborhood commercial centers, of which there are five, are located south of East Hillsdale Boulevard, distributed among the residential neighborhoods. These centers shall emphasize goods and services which are intended to meet the needs of the adjacent neighborhoods. However, in order to ensure a diversity of retail goods for the City's residents, up to 25 % of the leasable area within each center shall be allowed to be occupied by uses serving City-wide needs. Specialty commercial centers are those centers located north of East hillsdale Boulevard, which in addition to serving nearby residents, also provide goods and services which have a City-wide or sub-regional market.

LUC-29 **Neighborhood Commercial Centers.** Re-evaluate the land use designations for the City's neighborhood centers if, at a future date, any of these neighborhood commercial centers become inviable. Because of the desirability of maintaining neighborhood access to basic goods and services, the redevelopment of these neighborhood commercial centers will be encouraged only if neighborhood-oriented businesses cannot effectively compete with the newer commercial centers in Foster City. If mixed use developments including residential uses are considered, criteria for determining the appropriate housing types include:

- a. The predominate types and densities of housing on the same block front or on adjacent blocks to the proposed projects.
- b. The type of street (major, collector, etc.) which would provide access to the site and levels of service on the street in the AM and PM peak hours.
- c. Availability of public services and facilities.
- d. The ability of the project to provide landscaping for parking areas, facade modulation, and orientation of buildings which would ensure privacy for, and minimize impacts on, any adjacent single-family homes, and reduce the perception of density in a multifamily project.

LUC-30 **Eating Establishments Serving "Fast Foods" and Convenience Foods.** Firms proposing new building for eating establishments serving "fast foods" and convenience foods shall be required to utilize an architectural design which fits in with the character of surrounding development rather than utilize trade or "corporate" style architecture. Design standards will be imposed to ensure that traffic circulation problems do not occur. Such uses shall be allowed

only in existing commercial shopping centers and in industrial or commercial areas northwest of East Hillsdale Boulevard, and will be encouraged to locate in existing buildings rather than build new freestanding structures.

LUC-31 **New Auto Repair or Other Large-Scale Repair Businesses.** New auto repair or other large-scale repair businesses (including auto detailing businesses) shall be limited to areas northwest of Highway 92 and shall be located in the industrial park area generally bounded by Chess Drive and Hatch Drive. Existing auto repair businesses, especially those located in gasoline service stations, should be retained in order that auto repair remains available to Foster City residents. Design standards will be developed to ensure that the appearance of, and vehicular circulation for, such uses are compatible with surrounding commercial and industrial land uses.

LUC-32 **Health and Safety Performance Standards for Industrial and Commercial Activities.** Industrial and commercial activities shall conform to the City's performance standards for noise, odor, vibration, glare, smoke, and waste. New industrial developments shall be required to provide information on noise, odors, wastes, by-products, and the storage and handling of hazardous materials to the City prior to the issuance of a Certificate of Occupancy.

LUC-33 **Businesses Using Hazardous Materials.** All industrial businesses handling hazardous materials shall be required to submit a plan complying with the San Mateo County Hazardous Materials Plan. Such plan shall provide information regarding the storage, handling, transportation, and clean-up of these materials.

#### *Other Land Use Categories*

LUC-34 **School.** Includes only those properties owned by public school districts which have operational schools located on them. Letters are used on the map to designate grade levels as either "E" for elementary schools or "S" for secondary schools.

LUC-35 **Parks and Recreation.** This designation is for improved open space lands whose primary purpose is recreation, and includes all local and regional parks.

LUC-36 **Open Space.** Open lands which are vacant of structures and improvements, and which are primarily maintained in their natural condition, are designated as open space. In some cases, maintained pathways which enhance access to the open space areas are considered compatible with this designation. The pedway along the perimeter of the City which provides access to San Francisco Bay is designated open space, as well as a large parcel of land located north of East Third Avenue along the northern boundary of the City and adjacent to San Mateo City wetlands.

LUC-37 **Public and Semi-Public.** Reserved for uses which are generally public serving in nature, including religious institutions, City offices, and fire and police facilities.

#### *Design Review and Property Maintenance*

LUC-38 **City Approach to Design (Architectural) Review.** The City will establish a continuing program of civic beautification, tree planting, maintenance of homes and streets, and other measures which will promote an aesthetically desirable environment in order that neighborhood areas appear attractive both within and without. The City will use a design review process (called

Architectural Review) whereby the design of most public and private development proposals, including those for individual residences, are subject to review and approval by the City. The primary objective of this review is to preserve the character of the neighborhood and community regarding appropriate and acceptable design for property improvements. Design review shall address, among other things, the following issues:

- a. Preservation of the architectural character and scale of neighborhoods.
- b. That the development is well designed, in and of itself, and in relation to surrounding properties.
- c. Preservation of waterfront views.
- d. Minimizing impacts on the privacy and access to sunlight of adjacent properties.
- e. Minimizing impacts due to excessive noise or undue glare.
- f. Screening of unsightly uses including trash, loading docks/areas, roof top equipment, and special ventilating systems.
- g. Use of setbacks, open space, and landscaping.
- h. Exterior colors and materials.

LUC-39 **Residential Design Review Process.** The design review process shall be used to ensure compatibility of new residential projects, or property improvements, including room additions, with existing residential property, with the existing character of the neighborhoods in which they are located, and with respect to architectural style, scale, mass, bulk, color, materials, lot coverage and setbacks. Design review shall be used to ensure that new residential projects are protected from undesirable traffic, noise, or other intrusions, especially along arterial roads.

LUC-40 **Design Review of Commercial and Industrial Projects.** The City will use a design review process for commercial and industrial projects to ensure that basic land uses, density, access, internal circulation, visual characteristics, noise, odors, fire hazards, vibrations, smoke, discharge of wastes and nighttime lighting do not negatively affect adjacent or nearby residential land uses. Residential projects to be located near existing commercial or industrial land uses shall be appropriately designed to reduce noise, traffic, visual, and other potential conflicts.

LUC-41 **Code Enforcement and Property Maintenance.** Continue to implement a neighborhood preservation program consisting of a code enforcement strategy for all neighborhoods and a design review strategy for new developments or property improvements monitored and enforced through property maintenance requirements.

#### *Special Land Uses and Other Considerations*

LUC-42 **Specialized Land Use Needs.** Special City needs for a particular type of land use, such as water-oriented recreation, commercial services presently lacking in the City, or the need for low and moderate income housing must be considered in the evaluation of appropriate land uses for vacant sites.

LUC-43 **City-Owned and Controlled Lands.** City-owned and controlled lands will be held or “banked” until such time as a beneficial use can be made. Banked City lands should also be used to meet City service needs (on lands adjacent to City Hall) and recreation and open space needs (on lands with water access). The City will not sell or exchange land at less than fair market value, except in exchange for the provision of low or moderate income housing. Development and design standards shall apply as in any private development, including the allowance of

higher densities for residential projects which include low or moderate income housing. The City will consider the following criteria in determining the most beneficial use of City lands and will consider the exchange or sale of land for private development if such development can meet City needs based on these criteria:

- a. Revenue generating potential of the land use.
- b. Extent for which general public access and use is provided.
- c. Preservation of open spaces or important natural habitats as part of the project design.
- d. Extent to which the project fulfills important City needs, such as for unmet commercial or public services, low or moderate income housing, recreation, or public facilities.
- e. Compatibility of proposed land use(s) with existing/proposed adjacent properties use(s).

LUC-44 **Vacant Parcels Adjacent to Waterways.** Vacant parcels adjacent to waterways shall incorporate public open space and water-oriented design features into any development on these sites.

LUC-45 **Water-Oriented Uses Along San Francisco Bay.** To enhance the water-oriented environment of Foster City, development proposals may include water-oriented commercial activities on undeveloped properties along the San Francisco Bay. Such uses could include restaurants, boat rental and repair facilities, boat slips, uses typically associated with a marina, and recreational activities. Any proposals shall, however, also include substantial publicly available open spaces.

LUC-46 **Water-Oriented Commercial Establishments.** Water-oriented commercial establishments may be permitted as an alternative, or additional, use in mixed use projects on publicly-owned lands between Beach Park Boulevard and the San Mateo Bridge landing.

LUC-47 **Permitted Land Uses on Vacant Sites.** Permitted land uses on vacant sites should be compatible with the existing uses of land surrounding the vacant parcel, environmental characteristics of the site, the capacity of public facilities, streets and infrastructure serving the site, and the need to maintain a balance between residential, commercial, and public land uses.

LUC-48 **Metro Center/East Hillsdale Commercial Area.** Mixed uses and activities promoting day, night, and weekend use shall be encouraged in the Metro Center/East Hillsdale commercial area. Specifically, this commercial area shall provide for:

- a. Cultural and entertainment activities (theaters, night clubs, eating establishments, art and other galleries).
- b. Retail goods and services serving community-wide needs.
- c. Government services/Civic Center.
- d. Professional and general offices.
- e. Financial services.

LUC-49 **Home Occupations.** Home occupations shall be regulated so that they do not negatively impact the neighborhood in which they are located or detract from the residential character of their surroundings. Home occupations will be limited to the production of goods or services which are incidental to the residential use of the dwelling and which employ or engage no persons other than residents of the dwelling. No external advertising or signs denoting the use of the property for business purposes will be allowed. Title 17 of the Municipal Code contains standards and limitations for home occupations.

## Circulation Facilities

LUC-50 **Traffic Level of Service Standards.** The City shall seek to achieve a traffic service level of "C" or better on City streets and level of "D" or better during peak traffic hours, although it will be necessary to accept level of service "E" or "F" at the Chess Drive/SR 92 Ramps, the Foster City Blvd./Metro Center Blvd./Triton Drive, and the East Hillsdale Blvd./Edgewater Blvd. intersections, through the following means:

- a. Traffic Systems Management (TSM).
- b. Street maintenance.
- c. Capital Improvement Program and coordination with federal, state, county, and district funding programs for street and other transportation improvements.
- d. Developer payment of pro rata fair share of traffic improvement costs for new developments.

LUC-51 **Improvements to Existing Streets.** The City will maintain and improve the existing system of major and collector streets, including:

- a. East Hillsdale Boulevard, Edgewater Boulevard, Foster City Boulevard, Beach Park Boulevard, East Third Avenue (within the City limits), Metro Center Boulevard, Shell Boulevard, Chess Drive (between Hanson Way and Foster City Boulevard) and Vintage Park shall be maintained as arterial (major) streets.
- b. Collector streets, currently shown on Map GP-5, Street Network Map, shall be maintained as such.
- c. The Metro Center Boulevard, Triton Drive and Foster City Boulevard intersection shall be improved as follows: Re-stripe eastbound Metro Center Boulevard to provide two left, one through and two right-turn lanes.
- d. The Edgewater Boulevard and SR 92 Ramps intersection, if feasible, shall be improved to re-stripe the southbound lanes to provide two through and two left-turn lanes in order to achieve LOS D.
- e. Chess Drive/SR 92 Ramps Improvements. Widen the westbound off-ramp from SR 92 onto Chess Drive to provide one left-turn lane and one left-through lane.
- f. East Third Avenue Improvements. Improve East Thrid Avenue from Foster City Boulevard to 550' east of Lincoln Center Drive to include two travel lanes, a sidewalk on the south side, and a cul-de-sac at the eastern terminus of the street.

## *Transportation Systems Management, Transit, Bicycle and Pedestrian Needs*

LUC-52 **Traffic Systems Management (TSM).** The City will participate in an ongoing joint effort with several neighboring cities to adopt and enforce a Traffic Systems Management (TSM) program. The program shall require the participation of all future and existing commercial and industrial employers.

LUC-53 **Bicycle Routes and Pedestrian Paths.** Maintain a system of bicycle routes and pedestrian paths, which will include separate bicycle lanes and posted bicycle routes. Pedestrian pathways and easements shall be maintained, either by the City, or, in the case of private ownership, according to a maintenance agreement or landscaping district agreement applicable to the pathway/easement.

LUC-54 **Coordination with SamTrans.** The City shall work with SamTrans in defining new routes and improving the public transit and transportation system.

### *Special Design Considerations*

LUC-55 **Access to New Commercial and Industrial Projects.** New commercial and industrial developments shall be designed so that, wherever necessary and possible, entrance to the projects can be gained by way of left- or right-turn only lanes. Only the minimum number of entrance or exit points shall be allowed as are needed to ensure safe and efficient internal traffic flow and to reduce through traffic delays on public roads serving the project.

LUC-56 **Private Streets and Public Loop or Cul-de-Sac Streets.** The City will enforce design standards for private streets and public loop or cul-de-sac streets to ensure that they meet minimum requirements for two-way traffic, parking, and emergency access. Private streets and public loop or cul-de-sac streets may be approved with narrower than standard widths, provided that emergency access and parking can be safely accommodated. They are not intended to provide curb-side parking, and the roads are designed to serve only those residences on that street or within that development.

LUC-57 **Streets in Residential Neighborhoods.** Residential neighborhoods shall be protected from through traffic by maintaining the system of narrower collector and local streets and minimizing the number of through streets.

### *Parking*

LUC-58 **Off-Street Parking Requirements.** The City shall maintain off-street parking requirements based on use permits of record, the historical parking patterns of residential and non-residential projects, and related information developed by the Urban Land Institute, Institute of Traffic Engineers, or other reliable sources.

LUC-59 **Bicycle Parking.** Secured bicycle parking shall be encouraged for all commercial and industrial buildings. The City will continue to allow required parking to be reduced by one space for every eight bicycle parking spaces provided, per Chapter 17.62 of the Municipal Code.

LUC-60 **Parking and Internal Circulation in Project Design.** The City shall continue to incorporate parking and internal circulation design into its overall review of project design. The review shall include compliance with City off-street parking design standards and ratios.

### *Other Facilities and Services*

LUC-61 **Capital Improvement Program (CIP).** The City will continue to maintain a five-year Capital Improvement Program (CIP) which supports policies in the General Plan to maintain, improve or expand City-wide facilities and infrastructure.

LUC-62 **Access to Neighborhood Parks.** Access shall be maintained to neighborhood parks so that such parks are within walking distance to the majority of residents.

LUC-63 **School Sites and Public Park and Recreation Facilities.** Wherever possible, school sites shall be combined with public park and recreation facilities. Existing parks adjacent to school sites will be developed and maintained for public use.

LUC-64 **City Services and Buildings.** City services and buildings shall be contained in a central civic center, which will include City Hall offices, emergency services offices, recreation uses, library, public utility offices and other municipal/public facilities. If authorized by the State Board of Education, the voters of Foster City shall determine whether the City should be served by a new unified school district including a high school. If unification occurs, the approximately 29-acre site adjacent to City Hall (APN 094-471-050) shall be reserved for such a use.

LUC-65 **Adequacy of Public Infrastructure and Services.** New projects which require construction or expansion of public improvements shall pay their pro rata fair share of the costs necessary to improve or expand infrastructure necessary to serve them, including streets and street improvements, parks, water storage tanks, sewer and water service, and other public services. The City has established several assessment districts to pay for needed municipal improvements. Facilities benefiting a specific development must be provided by the developer of that project.

LUC-66 **Requirements for Recreational Facilities.** All new residential developments shall be required to include recreational facilities within the development and contribute to the City's park in-lieu fund.

LUC-67 **Recreation Areas in Residential Projects.** The City shall require that any new residential development not part of an existing neighborhood with park access to include a recreation area for residents.

LUC-68 **Adequate Parks, Pedestrian Pathways and Waterfront Recreation Areas.** The City shall maintain and improve its system of parks, pedestrian pathways, and waterfront recreation areas so that they remain accessible and attractive to residents of the City.

LUC-69 **Child and Senior Day Care Facilities.** The City shall promote the provision of child and senior care facilities to meet the needs of working parents and adult children with senior parents in need of care. In accordance with State Law, the City shall allow child day care centers for up to six pre-school children as a permitted use in any residential area. Child day care centers for over six pre-school children and day care centers for school-age children or seniors may be allowed as conditional uses in residential zones.

LUC-70 **Joint Household Hazardous Waste Management Plan.** The City will continue to assist in the implementation of the Joint Household Hazardous Waste Management Plan.

LUC-71 **School Facilities.** Continue to work with the affected school districts to coordinate the design of school facilities to integrate them into the neighborhood in a manner that is attractive, safe and available for joint school and neighborhood use.

LUC-72 **Library/Community Center.** The City will construct a new library/community center building at the corner of East Hillsdale Boulevard and Shell Boulevard.

LUC-73 **Water System Improvements.** Improve the water supply and storage system to provide a safe, reliable, and adequate water supply for normal and emergency needs and meet the requirements of state, regional and federal regulations.

LUC-74 **Wastewater Treatment.** The District will continue to work with the City of San Mateo to ensure that the jointly owned Wastewater Treatment Plant is adequate to meet the needs of the District and applicable state, regional and federal regulations.

LUC-75 **Wastewater Transport.** The District will continue to maintain the wastewater transport system to provide a safe, reliable, and adequate system to meet present and future needs.

## Land Use and Circulation Programs

LUC-a **Periodic Monitoring of Land Uses Throughout the City.** Periodically monitor land uses throughout the City to determine when changes in land use may be appropriate, actual land use practices, economic practicality of maintaining current land uses and level of property maintenance. Specific future actions might include:

- Evaluation of City policy regulating home occupations.
- Revitalization of older neighborhood retail centers.
- Changes in land use designations and zoning where necessary to respond to changes in economic conditions and/or City needs.

Responsibility: Planning Division and Planning Commission.  
Timeframe: Current and ongoing.

LUC-b **Periodic Review of Architectural Review Guidelines and Procedures.** The City will periodically review its architectural review guidelines and procedures which direct the public and decision-makers.

Responsibility: Planning Division and Planning Commission.  
Timeframe: Initial adoption by November 1989; updated April, 1992; review when required.

LUC-c **Continue Code Enforcement Program.** The City will continue its code enforcement program to ensure that private properties are maintained. This responsibility will include periodic spot checks of property throughout the City and follow-up investigation of property maintenance complaints. Property maintenance standards shall be enforced, including weed abatement, painting/staining of buildings, trash and debris removal from yards, and planting and maintenance of landscaping.

Responsibility: Community Development Department.  
Timeframe: Current and ongoing.

LUC-d **Parks Facilities Plan.** The City shall adopt and regularly review a Parks Facilities Plan which addresses the need for new, and maintenance of existing, park facilities. This plan will be used as a basis for establishing needed park in-lieu fees and review of the City's adopted Capital Improvements Program.

Responsibility: Parks and Recreation Department, Public Works Department and City Council.  
Timeframe: Current and ongoing.

LUC-e **Use of Community Development Agency Funds.** The City will continue to use Community Development Agency funds to support facilities and services for commercial and industrial areas.

Responsibility: Community Development Agency, Public Works Department and City Council.  
Timeframe: Current and ongoing.

LUC-f **Chess Drive Special Study Area.** The City shall establish "Special Study Area" for Chess Drive to:

- a. Investigate broadening allowed land uses within the Chess/Hatch Drive area to allow office and light industrial and wholesale commercial uses to be consistent with other industrial areas in the City and consistent with the use of this area for industrial expansion over the next 10 to 15 years.
- b. Ensure that future improvements result in a unifying and cohesive development pattern.
- c. Set forth design guidelines for appropriate uses and densities, use of landscaping, colors and materials, architectural themes, building heights, setbacks, roof styles, and need for infrastructure improvements will be prepared and adopted by the City.

Responsibility: Planning Division and Planning Commission.  
Timeframe: Complete study by December 1994.

LUC-g **Amendment of M-1 (Light Industrial) Zoning.** Based on the study of existing and anticipated uses in the M-1 (Light Industrial) Zoning District, the City will amend the District to allow some commercial, office, and retail uses in addition to light industrial uses. Standards for ensuring compatibility of uses will be adopted by the City at the same time.

Responsibility: Planning Division, Planning Commission and City Council.  
Timeframe: Adopt amendment by December 1994.

LUC-h **Amendment of C-1 (Neighborhood Business) Zoning.** The City will amend the C-1 (Neighborhood Business) Zoning District to allow up to 25% of the leasable area contained within each of the 5 neighborhood retail commercial centers to be occupied by uses which are allowed in the C-2 (General Business) District (but not to include C-2 uses which are allowed by Use Permit only).

Responsibility: Planning Division, Planning Commission and City Council.  
Timeframe: Adopted.

LUC-i **Monitor Neighborhood Retail Centers.** To determine the viability of existing neighborhood retail centers, the City will monitor vacancies and the physical condition of these centers. A General plan amendment would be necessary at the time conversion to any other use is considered.

Responsibility: Planning Division.  
Timeframe: Monitoring begins upon adoption of Element.

**LUC-j** **Land Use and Recreation Plan for Werder Pier and the Adjacent Areas.** Foster City will work in conjunction with San Mateo County and the State of California to develop a land use and recreation plan for Werder Pier and the adjacent areas. There are 9.37 acres of state-owned lands in addition to the 2.8 acre pier and parking site. The pier has historically been used as a public fishing site, and thus serves a valuable recreation purpose. The City will assist the county in the preparation of a mutually-acceptable plan for the use of the site. At a minimum, the plan should accommodate continued use of the pier, other recreation needs, and use of the area under the San Mateo Bridge. The plan should address traffic circulation, waterfront access and use, linkage to the levee trail system, and neighborhood impacts, among other issues.

Responsibility: Planning Division, Planning Commission and City Council.

Timeframe: Subject to adoption of General Plan and timing of the State and County.

**LUC-k** **City-Owned and Controlled Lands.** The City will study and adopt a policy resolution guiding the use of City-owned or controlled lands. Such land will be retained by the City until a plan for its beneficial use can be prepared.

Responsibility: City Manager's Department, Planning Division and City Council.

Timeframe: Complete study and adopt policy by 1993.

**LUC-l** **Civic Center.** The City will complete the Civic Center Master Plan developed in 1997-99 with the adoption of Design Guidelines and an Illustrative Site Plan and utilize these documents to guide the development and redevelopment of the 36-acre Civic Center area, ensuring that the development is coordinated.

Responsibility: City Manager's Department, Community Development Agency (CDA), and Community Development Department.

Timeframe: Complete Design Guidelines and Illustrative Site Plan: August 1999. Complete Specific Plans: 1999-2001

**LUC-m** **East Third Avenue Site.** The City will work in conjunction with the other property owner of the large vacant tract of land north of East Third Avenue (APN 094-130-010; the City owns the remaining portion of this site) to ensure that a proposed plan for the development of this site meets General Plan objectives for industrial, commercial and research and development activities. The City's pedestrian/bicycle pathway segment and the designated ABAG Bay Trail adjacent to the property should be integrated into any development plan.

Responsibility: City Manager's Department, Planning Division, Planning Commission and City Council.

Timeframe: Begin in 3-5 years.

**LUC-n** **Implementation of Traffic Management Programs.** The City has recently adopted a Traffic Systems Management (TSM) Ordinance. The purpose of the ordinance is to assure that all existing and future employers participate in mitigating traffic problems. The objective of the ordinance is to achieve, within 4 years, a minimum TSM objective of 25% employee participation rate in alternatives to single occupant vehicles commuting during peak traffic hours. The ordinance requires participation at several different levels, depending on the number of employees:

a. Every employer must submit annually to the TSM Administrator an Annual

Transportation Survey providing employee commute information.

- b. Employers with 25 or more employees are required to prepare and implement a TSM information program describing commuting options available to their employees.
- c. Every employer with 100 or more employees must prepare and implement a TSM Program which designates a workplace TSM Coordinator and includes strategies to increase employee participation in commute alternatives.

Responsibility: City Manager's Department and Planning Division.

Timeframe: Current and ongoing. Re-evaluation by December 1993.

LUC-o **Periodically Monitor Traffic Conditions.** The City will periodically monitor traffic conditions on arterial and selected collector streets to determine levels of service and safety conditions. Traffic counts will be updated regularly at all major street intersections to determine levels of service, safety conditions, and if additional traffic control measures are warranted or if changes in the sequence of traffic signal cycles is necessary.

Responsibility: Public Works Department.

Timeframe: Current and ongoing.

LUC-p **Bicycle Route and Pedestrian Path Master Plan and Improvement Program.** The City shall implement the Foster City Bikeway System Report and improve pedestrian circulation. Major streets with sufficient width that are part of the system will have separate bicycle lanes. Streets which are not wide enough for separate bicycle lanes will have posted "bicycle route" signs at regular intervals. The purpose of the bicycle route system is to connect major work, shopping, school, civic, and recreational destinations throughout the City, while avoiding as many of the most heavily used street segments as possible.

Responsibility: Community Development Department, Public Works Department, Parks and Recreation Department, Parks Committee, Planning Commission and City Council.

Timeframe: Master Plan completed in 1992; begin improvements in 1993/1994 fiscal year.

LUC-q **Designation of New Bus Routes.** The City will designate new bus routes in consultation with SamTrans, provide curbside space for bus stops, and require major commercial/industrial developments along bus routes to accommodate buses in their circulation plans. Bus turnouts or shelters will also be required to be provided by the development.

Responsibility: Community Development Department and Public Works Department.

Timeframe: Current and ongoing.

LUC-r **Vintage Park Transit Service.** As Vintage Park is completed, the City shall encourage SamTrans (San Mateo County Transit District) to re-route bus lines or designate a new bus line to serve employees of this development. The City has provided some existing curbside areas for bus stops, and new ones shall be provided by the developer as needed. The City shall consult with SamTrans to determine the optimum routes for a new bus line.

Responsibility: Community Development Department and Public Works Department.

Timeframe: Prior to completion of Vintage Park.

LUC-s **Collect Information on Parking Use.** Periodically, the City will collect information on actual parking use in Foster City, including number of automobiles per household, number of automobiles per unit of employee space, and the ratio of compact to non-compact cars. This information will be used to update the City's parking standards, as needed.

Responsibility: Community Development Department.  
Timeframe: Current and ongoing.

LUC-t **Updating of the Capital Improvement Program (CIP).** The City will update the five-year CIP at least every year in conjunction with the Annual Report on the General Plan to identify street improvements and maintenance that will be necessary to achieve goals for traffic levels of service and other needs. The plan shall identify funding sources, including property taxes, special taxes, City share of gasoline and sales taxes, state funds, federal funds, developer fees, assessment districts, and private maintenance agreements. Additionally, the five-year CIP will budget for traffic improvements identified in the General Plan.

Responsibility: All City departments with the Public Works Department taking the lead role.  
Timeframe: Current and ongoing.

LUC-u **Fire Department Annual Inspections.** The Fire Department shall perform annual inspections and review new business license applications of all businesses in Foster City. The inspections should ensure, among other things, that all hazardous materials are handled properly and pertinent information regarding the materials is provided to the City.

Responsibility: Fire Department.  
Timeframe: Current and ongoing.

LUC-v **Investigation of Child Care Funding Mechanisms.** The City shall investigate the use of child care funding mechanisms and ways to encourage large businesses, employment centers, and residential developments to consider establishing infant and preschool care.

Responsibility: City Manager's Department, Community Development Department.  
Timeframe: Begin upon adoption of this element.

LUC-w **Child Care Facility Regulations.** Amend Title 17, Zoning, to require a Use Permit for large family day care homes providing care for 7 to 12 children.

Responsibility: Community Development Department.  
Timeframe: Begin 1993/1994.

LUC-x **Joint Household Hazardous Waste Management Plan.** The City will continue to contribute to the funding of the implementation programs identified in the Joint Household Hazardous Waste Management Plan.

Responsibility: City Manager's Department.  
Timeframe: Current and ongoing.

LUC-y **Library/Community Center.** The City will construct a new library/community center building at the corner of East Hillsdale Boulevard and Shell Boulevard to provide for expanded library facilities and community meeting rooms.

Responsibility: City Manager's Department.  
Timeframe: Current and ongoing.

LUC-z **Water System Improvements.** Periodically evaluate the recommendations contained in the "Engineering Evaluation and Feasibility Study: Water Supply and Storage Improvements" or later studies to determine whether to construct improvements to the water system in the Capital Improvement Program.

Responsibility: District Board, Public Works Department.  
Timeframe: During annual Capital Improvement Program review.

LUC-aa **Water Rationing.** In times of drought, allocate water to water customers based on the amount of water allocated from the San Francisco Water Department, making allowances to accommodate planned growth.

Responsibility: Public Works Department, Finance Department.  
Timeframe: As required.

LUC-bb **Foster City Boulevard/Triton Drive/Metro Center Boulevard Intersection Improvements.** If feasible, add the following mitigation measures in order to achieve LOS D in the morning and evening peak hours: Modify eastbound striping to two left, one through and two right-turn lanes.

Responsibility: Public Works Department.  
Timeframe: 1994.

LUC-cc **Edgewater Boulevard/SR 92 Ramps Intersection Improvements.** If feasible, restripe southbound lanes to provide two through and two left turn lanes in order to achieve LOS D.

Responsibility: Public Works Department.  
Timeframe: 1994.

LUC-dd **Community Development Agency Plan.** In order to ensure that the Community Development Agency's Plan for the Foster City Community Development Project Area continues to be consistent with the City's General Plan, the Project Area Plan should be amended to state that density bonuses over 35 units per acre are subject to the same requirements as contained in the General Plan. The CDA could also update the exhibits in the Project Area Plan or add references to the City's General Plan (as amended).

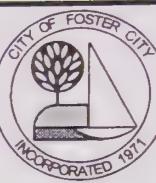
Responsibility: Community Development Agency.  
Timeframe: 1994.

LUC-ee **Chess Drive/SR 92 Ramp Improvements.** Widen the westbound off-ramp from SR 92 onto Chess Drive to provide one left-turn lane and one left-through lane.

Responsibility: Public Works Department.  
Timeframe: 1998.

## Land Use and Circulation Element Program Summary

<i>Land Use and Circulation Program</i>	<i>Agency Responsible</i>								
	<i>CC</i>	<i>PC</i>	<i>CDA</i>	<i>CD</i>	<i>CE</i>	<i>P/R</i>	<i>PW</i>	<i>Other</i>	<i>Time Frame</i>
LUC-a Periodic Monitoring of Land Uses	**								Ongoing
LUC-b Periodic Review of Architectural Guidelines	**								As required
LUC-c Continue Code Enforcement	**								Ongoing
LUC-d Parks Facilities Plan	**					**	**		Ongoing
LUC-e Community Development Agency Funds	**		**				**		Ongoing
LUC-f Chess Drive Special Study Area	**								1994
LUC-g M-1 (Light Industrial) Zoning	**								1994
LUC-h C-1 (Neighborhood Business) Zoning	**								Adopted
LUC-i Monitor Neighborhood Retail Centers	**								Ongoing
LUC-j Werder Pier Land Use and Recreation Plan	**								Unknown
LUC-k City-Owned and Controlled Lands	**							CM	1993
LUC-l Civic Center		**	**	**				CM	1999
LUC-m East Third Avenue Site	**	**						CM	3 to 5 Years
LUC-n Traffic Management Programs						**		CM	Ongoing
LUC-o Periodically Monitor Traffic Conditions							**		Ongoing
LUC-p Bicycle Route and Pedestrian Plan	**	**			**	**	**		Begin 1993/1994
LUC-q Designation of New Bus Routes					**		**		Ongoing
LUC-r Vintage Park Transit Service					**		**		Unknown
LUC-s Collect Information on Parking Use					**				Ongoing
LUC-t Capital Improvement Program (CIP)	**	**	**	**	**	**	**	All	Ongoing
LUC-u Fire Department Annual Inspections								FD	Ongoing
LUC-v Child Care Funding Mechanisms					**			CM	1993
LUC-w Child Care Facility Regulations					**				Begin 1993/1994
LUC-x Household Hazardous Waste Mngnt Plan								CM	Ongoing
LUC-y Library/Community Center								CM	Ongoing
LUC-z Water System Improvements							**		As required
LUC-aa Water Rationing							**	F	As required
LUC-bb Foster City/Triton/Metro Cente Imprvts							**		1994
LUC-cc Edgewater/SR 92 Ramps Improvements							**		1994
LUC-dd Community Development Agency Plan					**				1994
LUC-ee East Third Avenue/SR 92 Interchange							**		1994



Legend	
	Freeway
	Arterial
	Future Arterial
	Collector
	Local Planned Improvements
	1 SR 92 Widening
	2 East Third Avenue Improvements
	3 East Hillsdale Blvd./Edgewater Blvd. Intersection Improvements
	4 Foster City Blvd./Triton Dr./Metro Center Blvd. Intersection Improvements
	5 Edgewater Blvd./SR 92 Ramps Intersection Improvements
	Water
	City Boundary
	Powerline

This base map was developed primarily for General Planning usage. The City of Foster City is not responsible nor liable for use of this map beyond its intended purpose.

July 1999

GP-5

0' 800' 1600' 2400'







Source: Foster City Public Works  
Department Jan-June 1992 Traffic  
Counts.

This base map was developed primarily for General Planning usage. The City of Foster City is not responsible nor liable for use of this map beyond its intended purpose.

May 1993

GP-6



0' 800' 1600' 2400'









Source: BSI Consultants

This base map was developed primarily for General Planning usage. The City of Foster City is not responsible nor liable for use of this map beyond its intended purpose.

May 1993

GP-9



0' 800' 1600' 2400'





Source: BSI Consultants

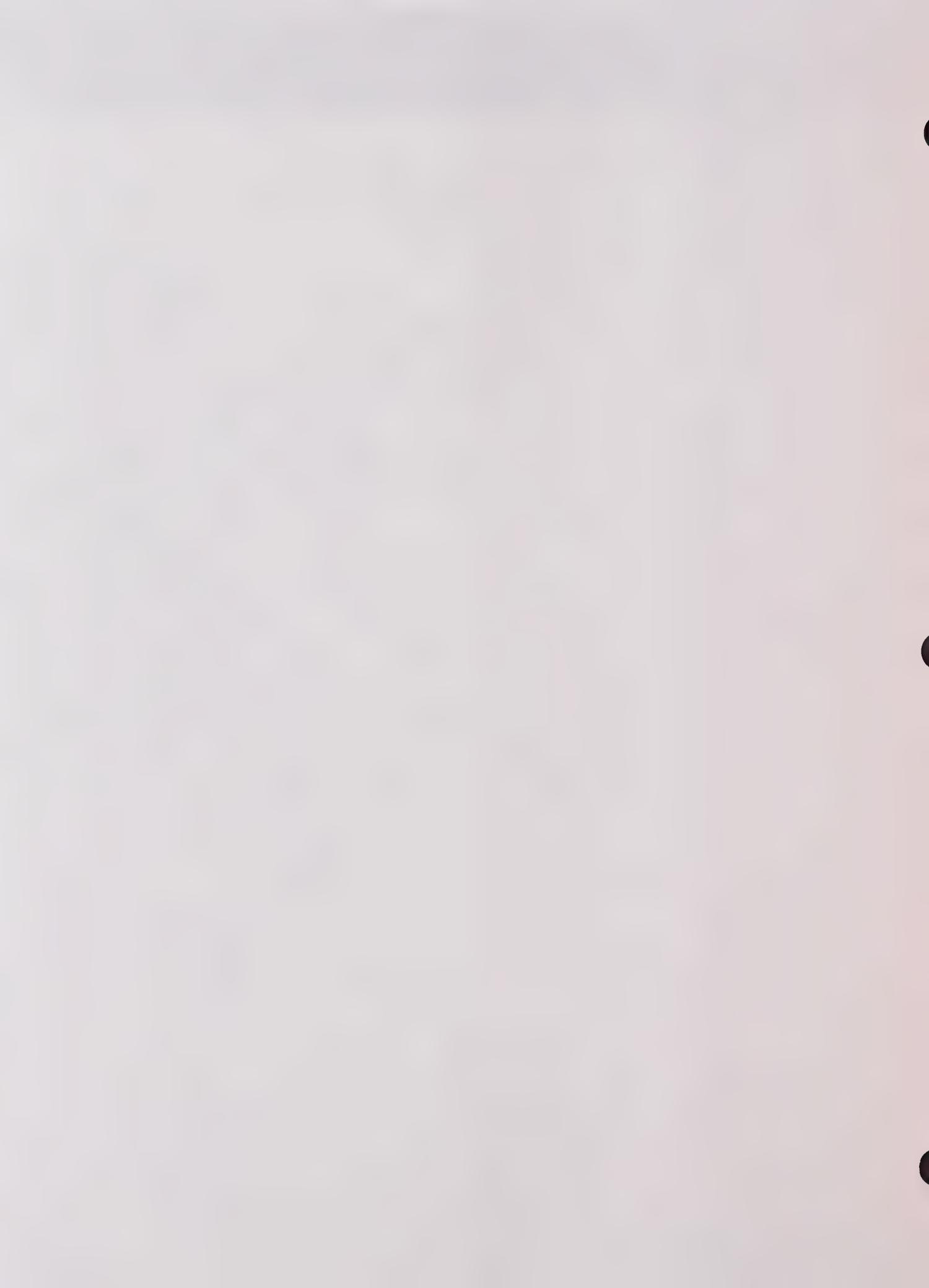
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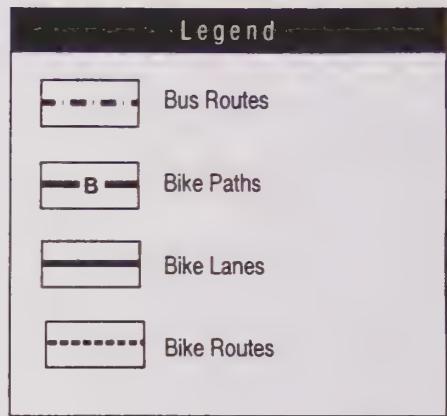
May 1993

GP-8



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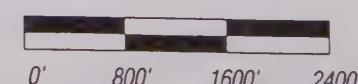


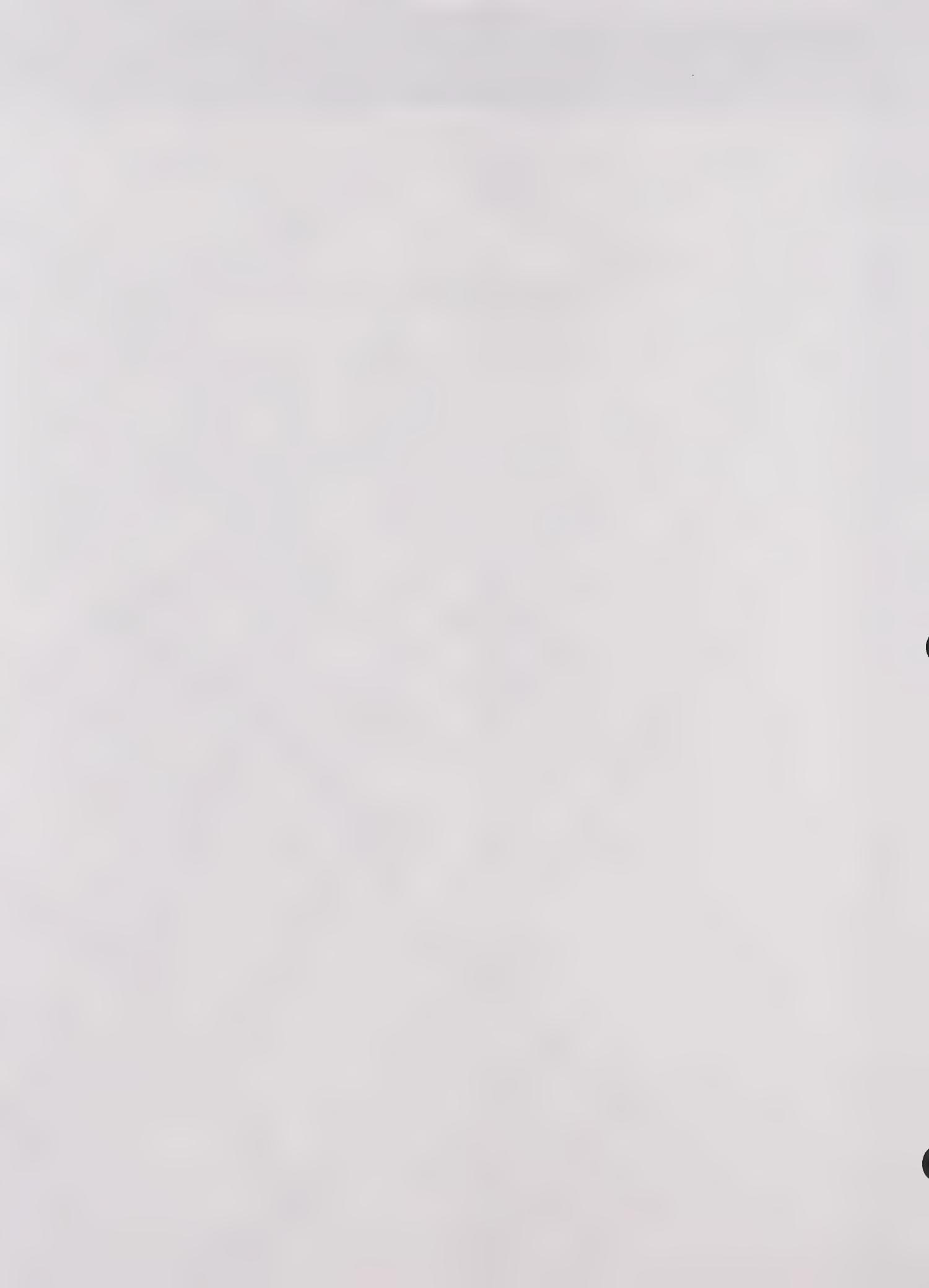


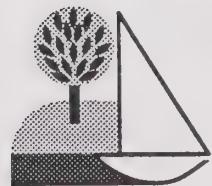
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May 1993

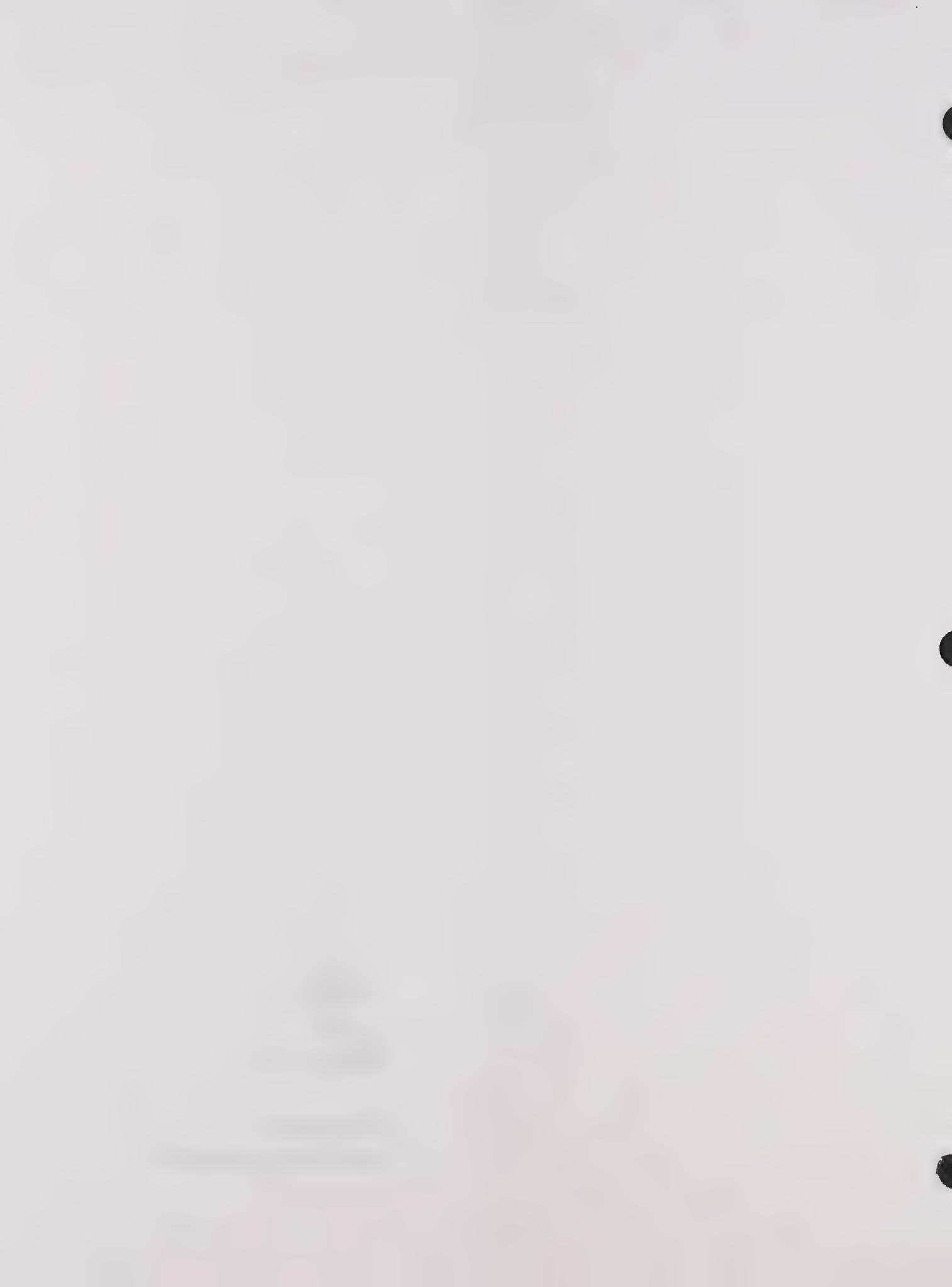
GP-10







## **Chapter 4. Housing Element**





# Introduction

## Housing Element Purpose

The Housing Element of the Foster City General Plan identifies and addresses housing needs in the City. State law requires that the Housing Element be updated every five years to be responsive to changing conditions, new laws, State law requirements and updated regional "fair share" Housing Needs Determinations prepared for Foster City by the Association of Bay Area Governments (ABAG) that impact the updates. This element updates the previous Housing Element, adopted in 1992 and amended in 1997. The Housing Element is consistent with the Land Use and Circulation, Parks, Open Space and Conservation, and other elements of the Foster City General Plan. The next required update is due by June 30, 2006.

This revision of the Housing Element also incorporates the City's and Community Development Agency's "Affordable Housing Strategic Plan" as part of the Housing Element.



## The Vision of Foster City as Presented in the Housing Element

The Housing Element plays a critical role in identifying housing needs which maintain the "balance" that exists in the types, tenure and affordability of housing in the City. The Housing Element also establishes programs to maintain and protect existing housing and community character in order to:

### ***Maintain the Existing Quality of Life***

- ◆ Maintain the integrity and high quality living environment of the City's residential neighborhoods.
- ◆ Protect aesthetics and continue the emphasis that Foster City is a "master-planned" City.
- ◆ Protect existing affordable housing.

### ***Provide Affordable Housing***

- ◆ Respond to the need for additional housing by considering housing in potential mixed use commercial/residential sites or potential re-use of existing commercial sites.
- ◆ Respond to the need for affordable housing by providing incentives and assistance where appropriate to create new affordable units, convert existing market-rate units into affordable units, acquire existing units and rent them at affordable levels, or provide rental subsidies toward rental of existing units.

### ***Address Other Housing Issues***

- ◆ Address the housing needs of special populations (e.g., elderly, homeless, disabled, single-parent households).

## State Law Requirements

Among the mandatory elements which must be included in a general plan is a housing element, as described in Government Code §65583:

"The housing element shall consist of an identification and analysis of existing and projected housing needs and a statement of goals, policies, quantified objectives, financial resources, and scheduled programs for the preservation, improvement, and development of housing. The housing element shall identify adequate sites for

## Definition of Housing Terms

**Above Moderate Income Households:** Defined as households earning over 120% of the median household income. As of April 2001, a family of four earning more than \$96,100 per year was considered above moderate income.

**Accessible Housing:** Units accessible and adaptable to the needs of the physically disabled.

**Housing Affordability:** The generally accepted measure for determining whether a person can afford housing means spending no more than 30% of one's gross household income on housing costs, including utilities, principal and interest. For example, a school teacher earning \$40,000 per year can afford \$1000 per month for housing. A police officer or fire fighter earning \$60,000 can afford up to \$1500 per month.

**Housing Density:** The number of dwelling units per acre of land. Gross density includes all the land within the boundaries of a particular area and excludes nothing. Net density excludes certain areas such as streets, easements, water areas, etc.

**Jobs/Housing Balance:** The relationship of the number and types of jobs in a community with the amount and affordability of housing. An appropriate balance is commonly thought to be 1.5 jobs for every 1 housing unit.

**Low Income Households:** California Health and Safety Code Section 50079.5 provides that the low-income limits established by the U.S. Department of Housing and Urban Development (HUD) are the state limit for low-income households. HUD limits for low-income household are generally households earning 50-80% of the median household income, adjusted for family size, with some adjustment for areas with unusually high or low incomes relative to housing costs. As of April 2001, a family of four earning \$42,500-\$68,000 per year was considered low income.

**Median Household Income:** The middle point at which half of the City's households earn more and half earn less. Income limits are updated annually by the U.S. Department of Housing and Urban Development (HUD) for San Mateo County. For many State and local programs, State Department of Housing and Community Development (HCD) income eligibility limits are used. HCD income limits regulations are similar to those used by HUD. In 2001, the HUD median household income for a family of four in San Mateo County as used for Foster City was \$80,100.

**Moderate Income Households:** Defined by Section 50093 of the California Health and Safety Code as households earning 80-120% of the median household income. As of April 2001, a family of four earning between \$68,000 - \$96,100 per year was considered moderate income.

**Persons per Household:** Average number of persons in each household.

**Senior Housing.** Defined by California Housing Element law as projects developed for, and put to use as, housing for senior citizens. Senior citizens are defined as persons at least 62 years of age.

**Very Low Income Households:** California Health and Safety Code Section 50105 provides that HUD very-low income limits are used, which are households earning less than 50% of the median household income (adjusted as described for low-income households above). As of April 2001, a family of four earning less than \$42,500 per year was considered very low income.

**Workforce Affordable Housing:** Housing that is affordable to the workforce in the community.

housing, including rental housing, factory-built housing, and mobilehomes, and shall make adequate provision for the existing and projected needs of all economic segments of the community."

The California Department of Housing and Community Development (HCD) is responsible for reviewing the housing elements of all cities in California for their compliance with state law requirements as embodied in Article 10.6 of the Government Code. When reviewing housing elements, HCD evaluates the comprehensiveness of an element based on the following three major content requirements:

- (1) Adequate analysis of existing and projected housing needs and an inventory of resources and constraints relevant to meeting those needs.
- (2) Appropriate statements of community goals, policies and quantified objectives for housing.
- (3) Adequate identification of scheduled programs for the preservation, improvement and development of housing.

The Housing Element must make "adequate provision for the existing and projected housing needs of all economic segments of the community." (*Government Code §65583 and see (§65302(c) & 65580*) While recognizing that a community may not have the resources to actually develop all the needed housing, the statutes obligate the community to plan for meeting its "fair share" of the regional housing needs.

The housing needs of each region in the state are determined every five years, coinciding with the five year housing element cycle. The state Department of Housing and Community Development (HCD) first determines the regional housing need for every area covered by a regional Council of Governments (COG). (*Government Code §65584*) [The COG covering the Bay Area is the Association of Bay Area Governments (ABAG).] The COG (or HCD for cities and counties not covered by a COG) then allocates to each local jurisdiction its fair share of the existing and projected need for the next five year housing

element period. The assigned need is broken down by income categories: very low, low, moderate and above moderate. It is this regional housing needs determination that communities must use when making adequate provision for their housing needs in their housing elements. Generally, after the period during which a locality may appeal its allocation to the COG, each jurisdiction receives its assignment of need one year prior to the date by which it must revise its housing element.

### **Preparation of the Housing Element**

Opportunities for public comment during preparation of the 2001 Housing Element update included a Community Workshop, a Study Session with the Planning Commission and City Council on the Working Draft Housing Element, and public hearings by the Planning Commission and City Council prior to adoption of the Housing Element as part of the Foster City General Plan.

Outreach and publicity to involve all economic segments of the community include sending notices of the availability of products and announcements of work sessions and public hearings to the news media and groups or organizations involved in providing affordable housing or meeting special housing needs, publication of notices in the local newspapers, information on the City's web site ([www.fostercity.org](http://www.fostercity.org)), posting notices in public places, advertisements on Foster City TV - Channel 27, posting on the City's electronic marquee, and public information handouts at City offices, the Recreation Center, Library, and Sea Cloud Park. Prior to the Joint Study Session held by the Planning Commission and City Council in July 2001 to review the Working Draft Housing Element, copies of the Staff Report and Working Draft Element were mailed to all homeowners' associations, local newspapers, and organizations related to the provision of affordable housing in Foster City.

The current update, similar to the previous update in 1992, uses the latest available Census data, including 2000 Census data and, when no other data are available, 1990 U.S. Census data. Where possible, more recent information developed by the City, California Department of Finance, Association of Bay Area Governments and others have been used.

**Units Built or Approved in the Community Development Agency Project Area  
(1985-2002)**

Household Need	Percent Required*	Foster's Landing (Rental) 1987	Marina Green (Owner) 1988	Emerald Bay (Owner) 1992	Metro Ctr Sr Hsng (Rental) 1996-97	CDA Acquired** (Rental) 1997	Marlin Cove (Rental) 2002	Miramar (Rental) 2002	Total Units	Percent of Total Units
<b>Very Low Income Units</b>										
Elderly	36%	11	0	1	54	0	0	0	66	37%
Families (4 or less)	53%	16	0	1	0	0	56	32	105	59%
Families (5 or more)	11%	3	0	1	0	3	0	0	7	4%
<b>Subtotal</b>	<b>100%</b>	<b>30</b>	<b>0</b>	<b>3</b>	<b>54</b>	<b>3</b>	<b>56</b>	<b>32</b>	<b>178</b>	<b>100%</b>
<b>Low Income Units</b>										
Elderly	36%	8	0	0	6	0	0	0	14	47%
Families (4 or less)	53%	11	0	2	0	0	0	0	13	43%
Families (5 or more)	11%	3	0	0	0	0	0	0	3	10%
<b>Subtotal</b>	<b>100%</b>	<b>22</b>	<b>0</b>	<b>2</b>	<b>6</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>30</b>	<b>100%</b>
<b>Moderate Income Units</b>										
Elderly	36%	8	0	0	0	0	0	0	8	9%
Families (4 or less)	53%	12	17	2	0	0	28	16	75	88%
Families (5 or more)	11%	2	0	0	0	0	0	0	2	2%
<b>Subtotal</b>	<b>100%</b>	<b>22</b>	<b>17</b>	<b>2</b>	<b>0</b>	<b>0</b>	<b>28</b>	<b>16</b>	<b>85</b>	<b>100%</b>
<b>Affordable Units</b>										
<b>Subtotal</b>		<b>74</b>	<b>17</b>	<b>7</b>	<b>60</b>	<b>3</b>	<b>84</b>	<b>48</b>	<b>293</b>	<b>25%</b>
<b>Market Rate Units</b>										
<b>Subtotal</b>		<b>416</b>	<b>121</b>	<b>41</b>	<b>0</b>	<b>0</b>	<b>196</b>	<b>111</b>	<b>885</b>	<b>75%</b>
<b>Total</b>		<b>490</b>	<b>138</b>	<b>48</b>	<b>60</b>	<b>3</b>	<b>280</b>	<b>159</b>	<b>1,178</b>	<b>100%</b>

\* Percent required is as indicated in 1992 and 1997 Housing Elements and as referenced in Settlement Agreement with Legal Aid Society

\*\* Acquired units are not within CDA Project Area but are counted toward meeting housing needs

Source: Community Development Department

The *Housing Element Technical Appendices* provides additional analysis and background material on the following issues:

- A. Assessment of Existing Housing Element;
- B. Study of Potential Housing Opportunity Sites (1997)
- C. Foster City Demographics Fact Sheet;
- D. Housing Element Requirements Fact Sheet;
- E. State Law Requirements for Affordable Housing Fact Sheet;
- F. What is Workforce Affordable Housing Fact Sheet;
- G. Workforce Affordable Housing and Property Values Fact Sheet and Residential Densities
- Fact Sheet;
- H. Affordable Housing Strategic Plan (1996);
- I. City of Foster City Affordable Housing Programs
- J. Housing Preference Resolution;
- K. Persons and Agencies Contacted.

## Key Issues

The City has been very successful in implementing the policies and programs in the 1986 and 1992 Housing Elements. As shown in the table above, 293 very low, low and moderate income housing units have been built or approved in the City. In achieving these results, the City has utilized development incentives, such as allowances for smaller units, increased densities, reduced parking standards and reduced fees, where appropriate, and the unique powers and funding capabilities of the Community Development Agency (CDA).

The City and the Community Development Agency have been very successful in working with both non-profit and for-profit developers to provide affordable housing. The Metro Senior Apartments project was developed in coordination with the non-profit Bridge Housing for the apartments and Regis Homes for the market rate townhouses on the jointly developed site. The City and Community Development Agency also worked with for-profit developers, M.H. Podell

## Summary of Key Housing Issues

### Issues Related to Maintaining Quality of Life

- (1) Enhance property maintenance.
- (2) Require quality architecture and site planning.
- (3) Limit condominium conversions.
- (4) Maintain residential quality of life and services.
- (5) Require long-term maintenance of existing affordable housing stock.
- (6) Monitor housing conditions (currently limited need exists due to the age of the housing stock).
- (7) Find ways and means to moderate the percentage, amount, and frequency of residential rent increases in the City.

### Issues Related to Jobs/Housing Balance

- (1) Plan to meet 1999-2006 regional housing needs.
- (2) Identify appropriate sites for housing development, including mixed commercial/residential).
- (3) Consider an inclusionary affordable housing requirement.
- (4) Remain in compliance with Community Development Agency affordable housing obligations.

### Other Housing Issues

- (1) Address special needs (homeless, elderly, families, etc.).
- (2) Promote energy conservation.

Company and Prometheus Development to include affordable housing in their projects, Marlin Cove and Miramar, respectively.

The City's objectives within the CDA project area are to provide at least 15% of the units built at below market rate (BMR), with 40% of the below market rate units affordable to very low income households and the remaining 60% of the below market rate units affordable to low and moderate income households. Below market rate units are intended to meet special community needs, with 36% for seniors, 53% for small families and 11% for large families.

Now that the developments that will take the City to build-out have either been built or approved, the housing issues facing the City have shifted to include how to provide housing, especially affordable housing, through the re-use or redevelopment of existing sites, ongoing issues related to maintaining the community's existing quality of life, and how to meet housing needs of special populations. The information below summarizes the key housing issues facing the City. Major policy questions include:

- (1) What sites should be utilized to provide additional housing?
- (2) Should the City institute an inclusionary housing requirement where each new development is required to provide a minimum percentage of affordable units?
- (3) How best can the City address the relationship between jobs for local residents and housing for local workers (to define an appropriate "jobs-housing balance" in the City)?
- (4) How can the City assist or promote the provision of housing for special needs populations?
- (5) How can the City develop new housing, probably at densities that are higher than those which exist in most neighborhoods, and avoid diminishing the quality of services to and life in existing neighborhoods?





# Housing Background

## Introduction

The San Francisco Bay Area is the nation's fifth most populous metropolitan area. According to the Association of Bay Area Governments (ABAG), by 2010 the Bay Area is expected to have 7.6 million households, with the need to add 230,743 housing units between 1999 and 2006. ABAG predicts that if the shortage of affordable housing is not met it could seriously affect the overall regional economy.

According to ABAG's Projections 2000, a metamorphosis of the Bay Area began in the 1990s with the population becoming more ethnically diverse and older. The gap between the "haves" and the "have-nots" grew. Job opportunities were no longer tied to a handful of high-tech sectors, but expanded to complimentary and competitive industry clusters. Companies and jobs began to move from the urban centers, causing cities ringing the edges of the region to grow.

ABAG projects that in the next 20 years, this development trend will result in the region's most significant transformation: the diffusion of Silicon Valley. As neighboring cities and counties carve out their own "silicon-area" niches, Silicon Valley will no longer be exclusively confined to the South Bay.

Within this context, Foster City's housing conditions and needs are reflective of many area-wide and nationwide trends.

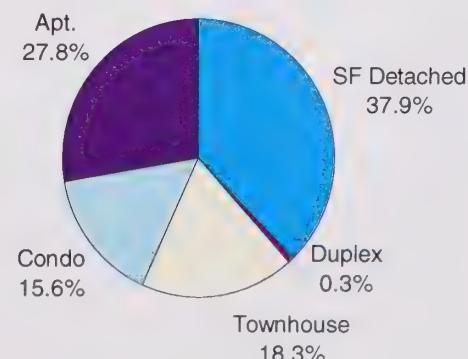
## Housing Types and Conditions

An understanding of the existing housing types and conditions is necessary to assess if there are existing unmet needs in the community.

## Housing Types

As shown below, the diversity of housing types and sizes in the City provides a healthy mix and range of choices. Of the total 12,053 units, single-family detached housing comprises the largest single type of housing in the City with 4569 units. Multi-family comprises 62.1% of the housing in Foster City, including 2,205 townhouses, 1,885 condominiums and 4,569 apartments. The smallest segment of the housing mix is duplex units, comprising only 40 units.

**Types of Housing Units  
(2001)**

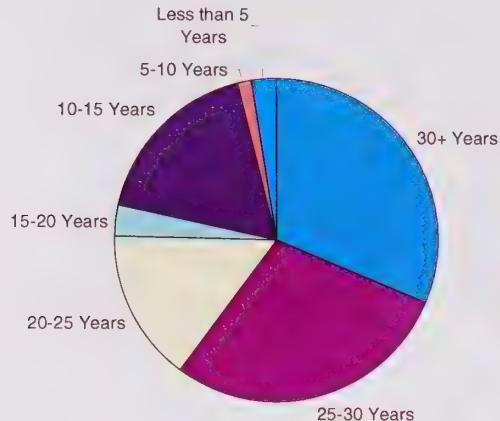


Source: Community Development Department

## Existing Condition of Housing Units and Residential Property

The relatively young age of Foster City's housing stock is illustrated in the chart below.

**Age of Housing (2000)**



Source: Community Development Department, 2001

## R-1 (Single Family Residence) Zoning District

The City's oldest housing stock is approximately thirty-five years in age and is generally in good condition. Serious structural problems (foundations; framing; roof structure) or problems with basic systems (plumbing; heating; electrical) are rare. With the exception of construction related foundation problems in several planned developments, structural problems at this stage in the City's history do not constitute a serious concern.

Houses located in the City's older neighborhoods, typically in Neighborhoods 1, 2, 3, 4, 8, and 9:

- Overall, structurally are in good condition.
- Are experiencing renovation and remodeling, especially by new property owners. (The most common remodeling or construction projects involve replacing roofs, room expansions and/or additions, kitchen and bathroom remodeling.)
- Compete well in the overall San Francisco Peninsula housing market and command high prices.
- Receive or have access to a complete range of typical city services (sewer; water; police; fire; library; parks).

Common problems in these neighborhoods include the following:

- Property maintenance, including: 1) unkempt yard maintenance; 2) dead, dying, or a lack of landscaping; 3) peeling or unpainted portions of houses; 4) storage of trash cans and recycling bins in front yards; 5) storage of garbage & miscellaneous debris in front yards.
- Construction or remodeling work occurring without City permits and required inspections.
- Storage of unregistered/inoperable vehicles on driveways and public streets.
- Seasonal storage of boats, catamarans and recreational vehicles on driveways and public streets.

## R-1/PD (Single Family Residence/Planned Development Combining) Zoning District

Houses located in Neighborhoods 5, 6, and 7, but also scattered throughout the City:

- Are newer than the houses found in the R-1 Zoning District.
- Are well maintained and are in very good physical condition.
- Have far fewer property maintenance problems than houses in the R-1 Zoning District.
- Compete very well in the overall San Francisco Peninsula housing market and command high prices.
- Receive or have access to a complete range of typical city services (sewer; water; police; fire; library; parks).

Common problems in these neighborhoods include the following:

- Construction or remodeling work occurring without City permits and required inspections.
- Seasonal storage of boats, catamarans and recreational vehicles on driveways, in common area parking lots and on private streets.
- Storage of unregistered/inoperable vehicles on driveways and public streets.

## Other Residential Zoning Districts

(R-T Residential Townhouse; R-3 Medium Density Multiple-Family Residence District; R-4 High Density Multiple-Family Residence) District

The above Zoning Districts are located throughout the City. Dwelling units located in these Zoning Districts are multi-family units, predominantly but not exclusively, apartment units, and range in age from 25-30 years to new/under construction. Multifamily units in these Districts:

- Are well maintained and are in good physical condition.
- Compete very well in the overall San Francisco Peninsula housing market and command high prices.
- Receive or have access to a complete range of typical city services (sewer; water; police; fire; library; parks).

Common problems in these Zoning Districts include the following:

- Construction or remodeling work occurring without City permits and required inspections.
- Seasonal storage of boats, catamarans and recreational vehicles on driveways, in common area parking lots and on private streets.
- Landscape modifications (tree removals/replacements) without permit.

Periodically, there are specialized rehabilitation needs in the community for lower income or elderly households. In those cases, the City refers people to the County for rehabilitation assistance loans. The City contracts with the County to administer rehabilitation loans and the disaster assistance program. Between 1988 and 1998, 11 rehabilitation loans were provided in Foster City by this program.

In addition, the City also contributes to other agencies that provide assistance for maintenance or rehabilitation, including the Center for Independent Living, which assists disabled individuals and frail seniors who wish to live independently. The City estimates that in the 1999-2006 time period, an additional 20 lower income or elderly households will need rehabilitation assistance.

## Residential Code Enforcement

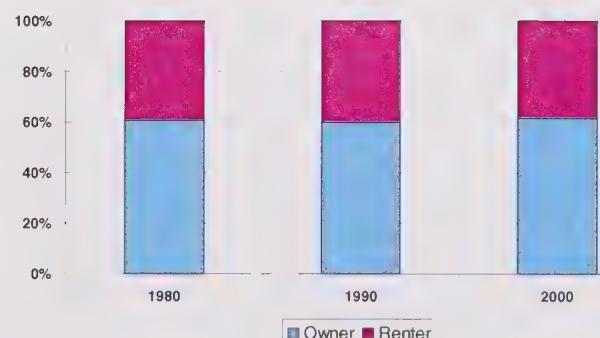
Foster City was originally designed and built as a master planned suburban community, and has historically been concerned with protecting the appearance and quality of its natural and built environment. In order to preserve a safe, healthful and attractive community, the City has enacted certain regulations which must be enforced on an ongoing basis. These regulations address such issues as building and landscape maintenance and storage of vehicles or other items in yards. The City staff includes a Community Preservation Officer working within the Community Development Department who responds to complaints as well as actively patrols the City. The majority of cases handled relate to property maintenance, followed by signs. The table below summarized code enforcement statistics for the past five years.

	1996	1997	1998	1999	2000
Property Maintenance	248	228	194	211	409
Signs	87	63	58	45	56
Vehicles/Boats/Trailers	50	47	73	60	55
Zoning Violation	13	7	13	11	26
Fence	24	8	33	79	13
Building without permits	5	8	7	9	19
Other	31	22	12	15	4
<b>TOTAL</b>	<b>458</b>	<b>383</b>	<b>390</b>	<b>430</b>	<b>582</b>

## Housing Tenure

As indicated in the chart below, the percentage of owner and renter occupied housing has remained almost constant from 1980 to 2000 with approximately 60% owner-occupied housing. In 2000 there were 7145 owner and 4468 renter households.

### Owner and Renter Occupied Housing (1980-2000)



Source: 1980, 1990, & 2000 Census

## Housing Vacancy and Overcrowding

A housing unit is considered to be overcrowded when there are more than 1.0 but fewer than 1.5 persons per room and severely overcrowded when there are more than 1.5 persons per room, not including bathrooms and kitchens (Charles J. Hoch, Linda C. Dalton and Frank S. So., *The Practice of Local Government Planning*, Third Edition, p. 237 and p. 253).

The Census definition of overcrowding is a housing unit containing more than one person per room, excluding bathrooms. The amount of overcrowded housing is an indication of unmet housing need, since the lack of affordable housing typically forces people to live in smaller units or to "double up" by sharing housing with other individuals or families. The number and percentage of overcrowded units in 1980 and 1990 are indicated in the table below. An estimate is provided for 2000 using the same percentage of units that were overcrowded in 1990. Given the decline in the vacancy rate, the 2000 Census may show that more units are overcrowded.

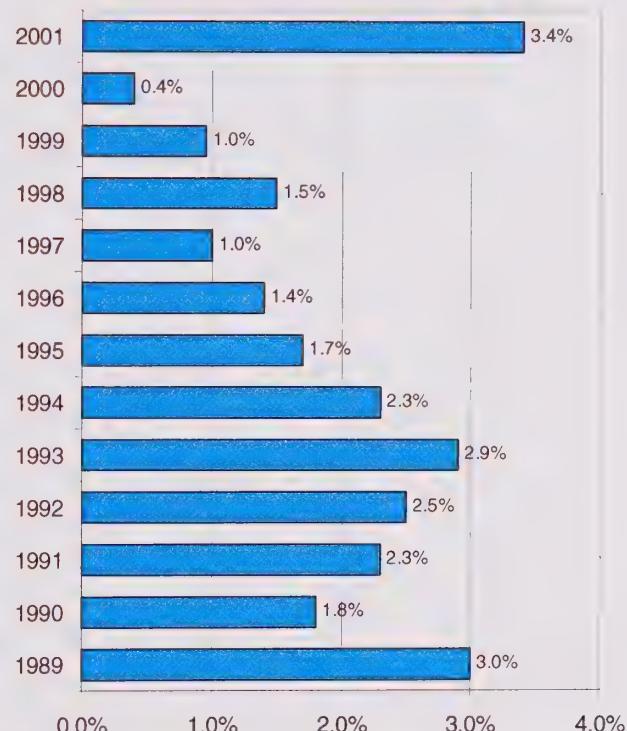
In general, overcrowding and discrimination are more likely to occur when the rental vacancy rate is very low because property owners can be very or even unfairly selective in choosing potential tenants. Discrimination is difficult to quantify, although it is most likely to occur against families with children or on the basis of race or ethnic origin. The City, through its Community Development Agency, provides housing information and referral services regarding fair housing laws.

A measure of housing availability is the vacancy rate. The generally accepted ideal vacancy rate is

4.5% to 5.0%, which indicates a good balance between supply and demand in the housing market to allow normal turnover among households.

As indicated in the attached chart, the rental vacancy rate in Foster City declined from almost 3% in 1993 to less than 1% in 1999 and 2000 but has increased in 2001 to 3.4%, due to a downturn in the national and regional economy and a resulting softening of the rental housing market.

**Rental Vacancy Trends  
(1989-2001)**



Source: Community Development Agency, 2001

**Overcrowded Units  
(1990-2000)**

	1990			2000*		
	Owner	Renter	Total	Owner	Renter	Total
Units with 1 or fewer persons per room	6589	4282	10871	6985	4280	11265
Units with more than 1 person per room	151	188	339	160	188	348
Total Units	6740	4470	11210	7145	4468	11613
Percent of units that are overcrowded	2.2%	4.2%	3.0%	2.2%	4.2%	3.0%

\* Estimated using 1990 percentages

Source: 1980 & 1990 Census; Community Development Department

## Housing Prices and Affordability

The scarcity of affordable housing in Foster City continues to be a problem.

## Ownership Housing Costs

Homeownership for low and moderate income residents is almost an impossibility because most single-family homes sell for more than \$750,000, and the median priced townhouse or condominium is over \$500,000. Households with an income under \$96,120 (120% of median income for a household of four) cannot afford to own housing unless they are able to increase their downpayment above the 20% level, or participate in some subsidy program.

Increased residential densities or modified City regulations, unless tied to specific subsidy programs or required of new developments, cannot reduce the market rate sales prices of single-family homes or townhouses in Foster City to what very low, low and moderate income families can afford, especially

those earning less than 100% of median income.

## Rental Housing Costs

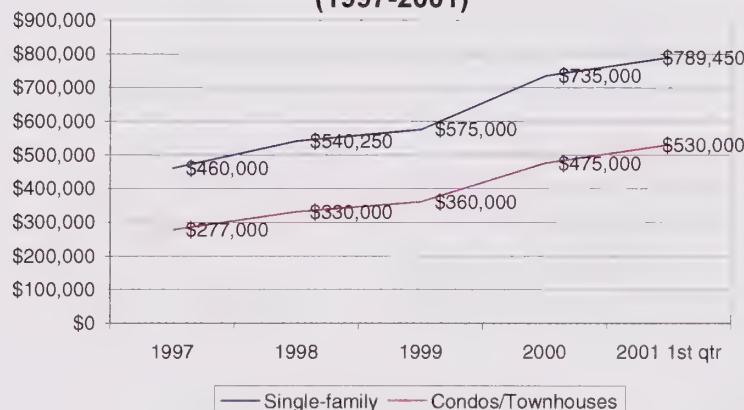
Rents have escalated sharply throughout the Bay Area in the past two years. In 2000, the average rent for a two-bedroom apartment in Foster City was \$2416, although this has dropped to \$2152 in 2001.

## Jobs and Income Levels

Rents and sales price affordability are expected to be impacted by increasing demand for Foster City housing from the anticipated increase in local jobs. Foster City has added approximately 5000 jobs between 1990 and 2000 and is expected to add another 900 jobs between 2000 and 2010.

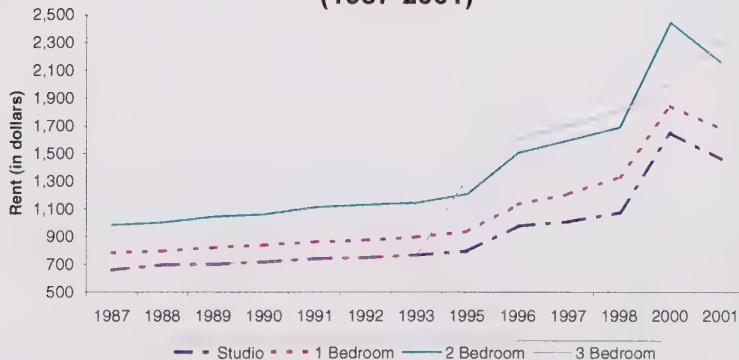
The types of jobs and their salaries are important factors in determining the affordability of housing in the area. Many of the people employed in jobs in Foster City are unable to afford housing here.

### Median Housing Sales Prices (1997-2001)



Source: San Mateo County Association of Realtors

### Average Rents (1987-2001)



Source: Community Development Agency, 2001

## Income Levels for Typical Occupations and Housing Affordability

### Very Low Income

#### *1 Person Household*

(up to \$29,790/year - \$2,483/month - \$14.32/hour)

Affordable Rent: \$745/month

- ❖ Senior citizen (social security and small pension)
- ❖ Bakers
- ❖ Bookkeeper
- ❖ Cooks
- ❖ General Office Clerks
- ❖ Janitors
- ❖ Nursery School Teacher
- ❖ Flight Attendant
- ❖ Department Store Salesperson
- ❖ Cashier
- ❖ Medical Assistant

#### *4 Person Household*

(up to \$42,500/year - \$3,542/month - \$20.43/hour)

Affordable Rent: \$1,063/month

- ❖ Office Assistant II
- ❖ Police Records Specialist
- ❖ Elementary/Middle School Teacher
- ❖ Brickmason
- ❖ Nurses (LVN)
- ❖ House Painters

### Low Income

#### *1 Person Household*

(up to \$47,600/year - \$3,967/month - \$22.88/hour)

Affordable Rent: \$1,190/month

- ❖ Office Assistant II
- ❖ Maintenance Worker
- ❖ Elementary/Middle School Teacher
- ❖ Dental Assistant
- ❖ Nurse (LVN)
- ❖ Loan Officer
- ❖ Social Worker
- ❖ Police Records Specialist
- ❖ Accounting Specialist
- ❖ Recreation Coordinator

#### *4 Person Household*

(up to \$68,000/year - \$5,667/month - \$32.69/hour)

Affordable Rent: \$1,700/month

- ❖ Firefighter
- ❖ Office Assistant II
- ❖ Engineering Technician
- ❖ Credit Analyst
- ❖ Mechanic
- ❖ Executive/Administrative Assistant
- ❖ High School Teacher
- ❖ Rental Car Clerk
- ❖ Dental Hygienist
- ❖ Electrical Engineer

### Moderate Income

#### *1 Person Household*

(up to \$67,250/year - \$5,064/month - \$32.33/hour)

Affordable Rent: \$1,681/month

- ❖ Police Officer
- ❖ Entry Level Police Corporal
- ❖ Maintenance Worker II
- ❖ Executive/Administrative Assistant
- ❖ Teachers
- ❖ Personnel Managers
- ❖ Registered Nurse
- ❖ Building Inspector
- ❖ Pharmacist
- ❖ Physical Therapist

#### *4 Person Household*

(up to \$96,100/year - \$8,008/month - \$46.20/hour)

Affordable Rent: \$2,402/month

- ❖ Police Sergeant
- ❖ Assistant Finance Director
- ❖ Principal Planner
- ❖ Entry level Police Captain
- ❖ Fire Marshal

Notes: All incomes are gross amounts. Affordable rent is calculated at 30% of gross income per Section 50052.5 of the State Health and Safety Code.

Sources: San Mateo-Foster City School District; San Mateo Union High School District; City of Foster City; California Employment Development Department (on-line); California Department of Housing and Community Development

## Housing Affordability

State law defines a lower-income household that pays for more than 25 percent of its income for housing as living in unaffordable housing. The Federal government uses a slightly higher figure of 30 percent of household income as the threshold of housing overpayment. Foster City also uses the 30% figure to determine housing affordability.

As shown below, 1990 Census data was used to estimate the number of lower income owner households (earning less than 80% of the median income) and the number of lower income overpaying owner households, using the same percentages as were reported in 1990. 13% of all owner households are estimated to be lower income and 63.6% of the lower income owner households are estimated to be overpaying for housing, i.e., devoting more than 30% of their income to housing.

### Estimate of Overpaying Owner Households (1990-2000)

	1990	2000
Total Owners	5623	7145
Lower Income Owners	733	929
Percent Lower Income	13.0%	13.0%
Lower Income Owners Overpaying	466	593
Percent of all Owners Overpaying	8.3%	8.3%
Percent of Lower Income Overpaying	63.6%	63.6%

Source: 1990 Census, 2000 Census (total owners), Community Development Department

## Jobs/Housing Balance

The Bay Area is in the midst of a housing crisis, with housing affordability at an all-time low. Recent estimates indicate that only 16 percent of Bay Area households can afford a median priced home in the region, with affordability dropping to as low as 12 percent in Contra Costa and San Mateo Counties and 10 percent in San Francisco (California Association of Realtors, July 2000). It is expected that this housing crisis will have long-term economic repercussions and significant impacts on the quality of life as the region's roadways are clogged with workers traveling increasingly longer distances to get to work.

One reason for the housing crisis is that housing growth has not kept pace with job growth. Between the years 1990 and 2000, the Bay Area produced nearly 500,000 new jobs but less than 200,000 housing units. The jobs/housing imbalance is particularly striking in job-rich centers such as northwest Santa Clara County where nine jobs were produced for every new home built in the 1990s.

Further exacerbating matters is the type of housing stock being created. Nearly two-thirds of the Bay Area's current housing stock is single-family. The severe lack of multi-family housing development in most communities has resulted in large numbers of people not being able to afford housing in the areas where they work. This includes older residents, younger families and other segments of the population searching for affordable housing.

Source: Regional Housing Needs Determinations for the San Francisco Bay Area, ABAG, June 2001

## Affordable Housing Income Levels (2001)

Family Size	Very Low and Low Income (Less than 80% Median)			Moderate Income (80-120% of Median)		
	50%	65%	80%	90%	Median	120%
1	\$28,025	\$36,433	\$44,840	\$50,445	\$56,050	\$67,260
2	\$32,050	\$41,665	\$51,280	\$57,690	\$64,100	\$76,920
3	\$36,050	\$46,865	\$57,680	\$64,890	\$72,100	\$86,520
4	\$40,050	\$52,065	\$64,080	\$72,090	\$80,100	\$96,120
5	\$43,250	\$56,225	\$69,200	\$77,850	\$86,500	\$103,800
6	\$46,450	\$60,385	\$74,320	\$83,610	\$92,900	\$111,480
7	\$49,650	\$64,545	\$79,440	\$89,370	\$99,300	\$119,160
8	\$52,875	\$68,738	\$84,600	\$95,175	\$105,750	\$126,900

Source: HUD income Limits, April 2001 (median income; %'s are calculated)

**Estimate of Overpaying Renter Households  
(2000)**

	Renters	%	Income Limit	30% of Mo. Income	Median 2 BR Rent	Renters Overpaying	% Renters Overpay
<b>Very Low Income</b>	1,166	26.1%	42,500	\$1,063	2,152	1166	100.0%
<b>Low Income</b>	1,121	25.1%	68,000	\$1,700	2,152	1121	100.0%
<b>Moderate Income</b>	800	17.9%	96,100	\$2,403	2,152	480	60.0%
<b>Above Moderate Income</b>	1,381	30.9%	NA	NA	2,152	0	0.0%
<b>TOTAL</b>	4,468	100.0%				2767	61.9%

Source: 1990 Census, 2000 Census, Baird+Driskell/Community Planning, Claritas Inc. data, Community Development Department

**Overpaying Owner and Renter Households  
(2000)**

	Owners	Renters	Total
Households	7145	4468	11613
Lower Income Households	929	2287	3216
Percent Lower Income	13.0%	51.2%	27.7%
Lower Income Households Overpaying	593	2287	2880
Percent of all Households Overpaying	8.3%	51.2%	24.8%
Percent of Lower Income Households Overpaying	63.6%	100.0%	89.6%

Source: 1990 Census, 2000 Census, Baird+Driskell/Community Planning, Claritas Inc. data, Community Development Department

**Rental Affordability  
(2001)**

Household Size/Income	Income	Monthly Rent @ 30% of Income	Expected Unit Type	Average Market Rents
<i>Two Persons</i>				
50% of Median	\$32,050	\$801	1-2 BR	\$1,672-\$2,152
65%	\$41,665	\$1,042	1-2 BR	\$1,672-\$2,152
80%	\$51,280	\$1,282	1-2 BR	\$1,672-\$2,152
90%	\$57,690	\$1,442	1-2 BR	\$1,672-\$2,152
100%	\$64,100	\$1,603	1-2 BR	\$1,672-\$2,152
120%	\$76,920	\$1,923	1-2 BR	\$1,672-\$2,152
<i>Four Persons</i>				
50% of Median	\$40,050	\$1,001	2-3 BR	\$2,152-\$2,300
65%	\$52,065	\$1,302	2-3 BR	\$2,152-\$2,300
80%	\$64,080	\$1,602	2-3 BR	\$2,152-\$2,300
90%	\$72,090	\$1,802	2-3 BR	\$2,152-\$2,300
100%	\$80,100	\$2,003	2-3 BR	\$2,152-\$2,300
120%	\$96,120	\$2,403	2-3 BR	\$2,152-\$2,300

Source: HUD Income Limits, 2001 (median income); Community Development Agency Rental Survey, 2001

As shown in the accompanying tables, estimates of the number of overpaying renter households first estimates the number in each income range and then compares this to median rents. 51% of all renter households are estimated to be lower income (earning less than 80% of the median income) and 100% of these households are estimated to be overpaying for housing.

This impact of overpaying is more severe for lower income households since they have less disposable income or savings. The exclusion of low-income families from the ownership market increases demand for rental housing, causing rents to rise. Current rental rates are barely affordable for households earning 100% of median income. As with many Bay Area communities, the problem in Foster City is twofold: affordability for lower income households and the supply or availability of units.

## Population, Housing and Job Growth

ABAG has issued projections for population, housing and job growth in Projections 2000, published in December 1999. These projections took local conditions into consideration as well as regional trends. Subsequent to the publication of Projections 2000, the 2000 Census took place. The first releases of data indicate that Foster City has 28,803 residents rather than the 31,100 estimated by ABAG. The projections contained in the chart below have adjusted the 2000 figures to correspond the 2000 Census and have projected the same incremental increase for Foster City as contained in Projections 2000.

**Foster City Projections  
(1990-2010)**



Source: ABAG Projections 2000 & 2000 Census

## Special Housing Needs

Special need groups evaluated as part of the Housing Element include the elderly, female-head of households, physically disabled, victims of domestic violence, large families, homeless, and farmworkers. The graph below illustrates the diversity in the types of families and households and potential special need groups in Foster City.

## Senior Housing

Foster City has historically had a significantly smaller percentage of seniors than the County as a whole. In 2000, there were 2902 persons over 65 years of age in Foster City, or 10.1% of the population, compared to 7.0% in 1990. In 2000,

2092 households included at least one person 65 years of older, or 18.0% of all households. In 1990, there were 345 persons over 65 years of age living alone compared to 584 in 2000.

Using 1990 percentages of owner and renter householders 65 years and over, in 2000 there are estimated to be approximately 1653 owner-occupied senior households (79%) and 439 renter-occupied senior households (21%), for a total of 2092 households.

The increasing longevity of people and the increasing number of seniors in the population in San Mateo County and Foster City will create some additional need for affordable housing and specialized housing for older residents. This has the following implications:

- (1) Senior households on fixed incomes have limited resources for home improvements to maintain their homes, which underscores the importance of Reverse Annuity Mortgages.
- (2) Many seniors become "trapped" in large houses, due to property tax and house payment increases which would result from moving into smaller housing units. City or Community Development Agency-sponsored affordable housing opportunities help address this problem.
- (3) Seniors are often limited to fixed incomes, although many have considerable equity in their homes.
- (4) Some seniors need to have housing adapted to meet their physical needs.

The City and Community Development Agency assisted in the development of the Metro Senior Apartments, completed in 1997, comprised of 60 affordable apartments for seniors.

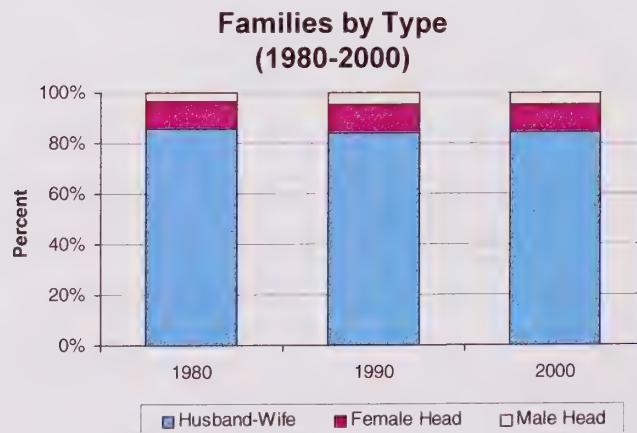
The Housing Investment Project (HIP) Homeshare Program has assisted 156 people in Foster City between 1990-1999, including many elderly people, in finding a partner to share housing with in order to make housing more affordable.

## Female-Head of Household

Women in the housing market, especially the elderly, low and moderate income and single-parents, face significant difficulties finding housing. This has the following implications:

- (1) Both ownership and rental units are extremely expensive relative to the incomes of many people in this population category.
- (2) Generally, throughout the Bay Area, there is the greatest incidence of discrimination by landlords against women with children, according to the San Mateo County Legal Aid Society.
- (3) Elderly women are often "trapped" in a house that is too large for their needs and too expensive to maintain.
- (4) There is a need for specialized services to assist women, such as transportation for the elderly, child care for working mothers with young children and special security needs.

The percentage of households with female heads has decreased slightly between 1990 and 2000 from 12% to 11%. Of the 889 female-headed households in 2000, 443 include children (3.8% of all households).



Source: 1980, 1990, 2000 Census

## Housing for the Physically Disabled

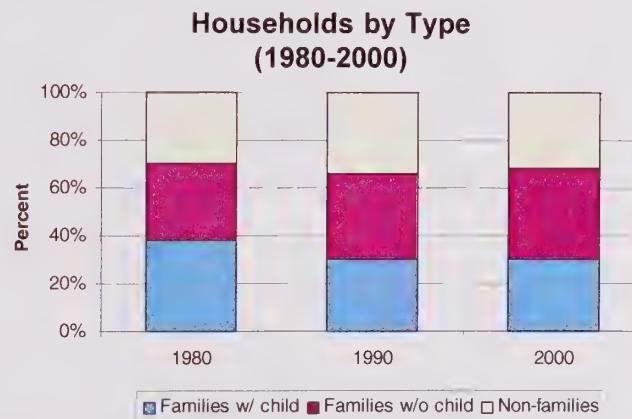
In 1990, there were 393 persons reporting a mobility limitation and 533 reporting a self-care limitation. Of these, 202 of the mobility limitations and 152 of the self-care limitations were in people 65 years or

older. Using the same percentages for 2000, it is estimated that there are approximately 400 persons with a mobility limitation and 600 persons with a self-care limitation.

Chapter 11 of the California Building Code requires new multi-family units to be accessible and adaptable for use by the disabled. The City has been enforcing these requirements during plan review of new multi-family housing developments.

## Family Housing

Family housing encompasses a wide range of housing need. These needs include female-headed households (discussed previously), single persons, married couples, large families (with five or more persons), families with children and non-family households.



Source: 1980, 1990, 2000 Census

It has generally been the policy of the City to maintain a balance of households and to meet the housing needs of its diverse population. The City has recognized in its Housing Element and through the actions of the Community Development Agency the need to encourage affordable family housing to maintain the diversity that exists in Foster City. Family housing, especially for low- and moderate-income families, is a need in Foster City. Specific needs include young adults and single parents, who generally have lower earnings which can exclude them from the ownership housing market.

In 2000, the 6104 young adults ages 20 to 34 in Foster City encompassed 21.0% of the population, compared to 5777 or 20.5% in 1990. In 2000, 32% of the households included children under 18 years of age, compared to 34% in 1990.

Large families, with five or more persons, also have special housing needs. There were an estimated 842 households with five or more persons in Foster City in 1990, comprising 7.5% of all households, including 9.0% of all owner-occupied households and 5.4% of all renter-occupied households. Using the same percentages in 2000, it is estimated that there are approximately 645 owner-occupied and 240 renter-occupied households with more than five people.

### **Victims of Domestic Violence**

Domestic violence victims often have difficulty finding new housing that is affordable. On June 18, 2001 the Community Development Agency adopted Resolution No. 224 approving the designation of one affordable housing unit for victims of domestic violence.

### **Homeless Individuals and Families**

A network of public and private organizations provide emergency housing assistance to residents of central San Mateo County (Foster City, San Mateo, Belmont, Burlingame, and surrounding areas). Public funds for emergency aid for housing are dispersed principally through the San Mateo County Human Services Agency. The Human Services Agency coordinates the provision of homeless services administered throughout the county government and facilitates the delivery of homeless services by non-governmental entities within the county.

The City and Community Development Agency have regularly contributed to non-profit organizations providing assistance to the homeless or "at risk" people. Recent examples in FY 2001-02 include: (1) Samaritan House to provide emergency shelter for the central San Mateo County area; (2) Shelter Network of San Mateo County to provide transitional housing assistance; and (3) Human Investment Project, Inc. (HIP) for the shared housing program, (4) CALL Primrose Center to provide emergency

rental assistance, (4) Family Service Agency of San Mateo County, and (5) Youth and Family Assistance to provide teen shelters and related programs.

The City also contributes to programs that help prevent homelessness administered by the Human Investment Project (HIP), including the Self-Sufficiency Program and the Homeshare Program.

- The Self-Sufficiency Program provides housing assistance and support services to low-income families with clearly defined career and educational goals and motivation to facilitate the achievement of economic self-reliance within one to two years.
- The Homeshare Program involves a living arrangement in which two or more unrelated people share a home. HIP provides a matching and counseling service to those seeking homes and those providing homes.

The Foster City Zoning Ordinance does not establish impediments for construction of emergency shelters, although emergency shelters are not specifically identified in the Zoning Ordinance. Whether it would be appropriate to locate a shelter in a more isolated community with no homeless is an issue for further consideration. It may be more appropriate to concentrate facilities and social services support in a more central location in the County to provide easier access for the homeless population in the County.

### **Housing Needs of Farmworkers**

State law requires that housing elements evaluate the needs of farmworker housing in the local jurisdiction. In Foster City, the 1990 U.S. Census showed that 55 Foster City residents were employed in farming, forestry and fishing occupations. This low number and fact that many of these people are employed in wholesale and horticulture businesses indicate that there are no localized needs for seasonal or other types of farmworker housing.

## "At-Risk" Units

State law requires the analysis and a program for preserving assisted housing developments to preserve at-risk units that could be lost over the next ten years and to adequately plan for preventing or minimizing tenant displacement and reduction in the local affordable housing stock.

The table below indicates the range of expiration dates of deed restrictions for below market rate units in Foster City. The deed restrictions for the 17 affordable ownership units at Marina Green will begin to expire in 2006. Replacement of these 17 units has been added as "Replacement Need" to the ABAG Housing Needs for the 1999-2006 time period (see section below).

State law also requires that the Housing Element include programs to conserve and improve the condition of the existing affordable housing stock. In addition to the units included in formal affordable housing programs, based on a staff survey in 2000 of market rate rents, lower priced market rents are affordable to moderate income households earning at least 100% of the median household income. Approximately 17% of the existing rental apartments are affordable to a two-person household earning 100% or more of the median income. Therefore,

any market rate rental project has the potential to help meet the City's need for moderate income housing, which includes incomes that are 80%-120% of the median income.

In order to conserve the existing affordable housing stock that is not in formal affordable housing programs, the Housing Element includes the following programs:

- Continue the restrictions on conversion of apartments to condominiums contained in Chapter 17.76 of the Foster City Municipal Code.
- Continue to work with the Tri-County Apartment Association as a vehicle to moderate rent increases and to resolve rental disputes.
- Continue the City's financial contribution to and encourage resident use of the Peninsula Conflict Resolution Center as a vehicle to resolve rental disputes.
- Provide rental subsidies to qualified households.

The City plans to work with the owners of existing rental projects to provide as many subsidized rental units as possible. While this does not, in and of itself, create new units, this program has the potential to provide a substantial number of additional units affordable to low and very income households.

**Range of Expiration Dates  
for At-Risk Units**

Project	Affordable Units	Date Built* or Approved** or Acquired***	Range of Subsidy Expiration Date
Foster's Landing	74	1987*	2020
Marina Green	17	1988*	2006-2009
Emerald Bay	7	1990**	2027
Metro Center Senior Housing	60	1996*	2051
CDA-owned units	3	1997***	Undetermined
Aqua Vista (Marlin Cove)	84	2002*	Perpetuity
Miramar (Hillsdale/Gull)	48	2002*	Perpetuity
<b>TOTAL</b>	<b>293</b>		

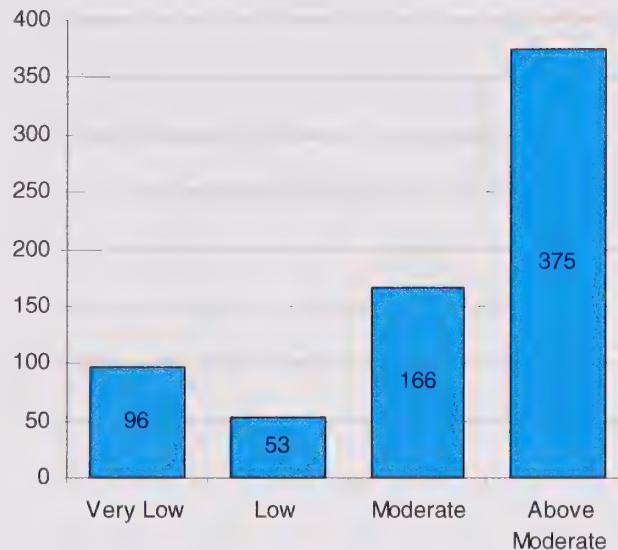
Source: Community Development Agency (2001)

## 1999-2006 ABAG Housing Needs

### Determinations

The Association of Bay Area Governments (ABAG) is responsible for preparing projections of housing needs for each Bay Area city and county. ABAG has produced housing need figures for Foster City from 1999 to 2006 for various income group needs. These housing need determinations are required by Section 65584 of the California Government Code. ABAG has indicated that between 1999-2006 Foster City needs to produce a total of 690 housing units in various income categories. The accompanying graphic shows the ABAG Housing Needs Determinations for 1999-2006. In the following section, recent construction activity is described which includes housing units constructed or approved that have been or will be completed during the 1999-2006 time period. This is followed by a section on Housing Development Potential to identify sites that can provide the additional housing needed to meet the 690 unit Regional Housing Need identified by ABAG.

### ABAG Housing Needs Determinations (1999-2006)



Source: ABAG, 2000

### ABAG Housing Needs Process

State Housing Element Law enacted in 1980 established a process to determine the existing and projected housing needs for each region in California for persons at all income levels. The housing needs of each region in the state are determined every five years, coinciding with the five year housing element cycle. The state Department of Housing and Community Development (HCD) first determines the regional housing need for every area covered by a regional Council of Governments (COG). (Government Code §65584). The COG (or HCD for cities and counties not covered by a COG) then allocates to each local jurisdiction its fair share of the existing and projected need for the next five year housing element period. The assigned need is broken down by income categories: very low, low, moderate and above moderate. It is this regional housing needs determination that communities must use when making adequate provision for their housing needs in their housing elements.

The process for determining regional housing needs includes the allocation of statewide needs by HCD to regional COGs and then allocation of regional needs by the COGs to local jurisdictions. The regional numbers supplied by the State Department of Housing and Community Development (HCD) are "goal numbers" and are not meant to match, and often exceed, anticipated growth in housing units. A goal vacancy rate is set by HCD, and then a housing unit need to meet that vacancy rate is derived by assessing potential growth rates (population, jobs, households) and loss of housing due to demolition. The numbers produced by HCD are provided to ABAG in the form of a regional goal number, which is then broken into income categories. ABAG is then mandated to distribute the numbers to Bay Area jurisdictions by income categories. ABAG is responsible for allocating the Regional Housing Needs Determination (RHND) goal number to cities and counties in the Bay Area.

ABAG staff and the Housing Methodology Committee produced a methodology based on Projections 2000. The methodology takes into account growth in terms of both Households and Jobs. This growth is weighted 50% households and 50% jobs (Jobs/Housing Balance adjustment) to determine a regional allocation factor (the share of regional growth) to be applied to the Regional Goal Number received from HCD. The methodology is further used to distribute a share of housing to each jurisdiction by income category. This portion of the methodology distributes the share of each jurisdiction's need by moving each jurisdiction's income percentages 50% toward the regional average.

Source: Regional Housing Needs Determinations for the San Francisco Bay Area, ABAG, June 2001

## Recent Construction Activity

A number of development projects have been approved that have or will produce housing units in the 1999-2006 time period. The Meridian Bay development was completed in 1999. The remaining units in Sea Island Homes will be completed in 2001. Promontory Point III is expected to begin construction in 2001 and finish in 2002.

A major accomplishment for the City and the Community Development Agency is the provision of affordable housing was the approvals of the Marlin

Cove and Miramar redevelopment projects, which are expected to be completed in 2002. These developments will provide 439 apartment units, 132 of which will be affordable as defined by State Redevelopment Law.

The table of Approved and Potential New Housing Units: 1999-2006 includes the approved units described above, and indicates the number of affordable and market rate units in each development.

### Approved and Potential New Housing Units: 1999-2006

Potential Housing Site	Acres	Mid-Point of Density Range (27 du/ac x ac)						High End of Density Range (35 du/ac x ac)					
		Very Low Income	Low Income	Moderate Income	Subtotal Affordable Units	Market Rate Units	Total Units**	Very Low Income	Low Income	Moderate Income	Subtotal Affordable Units	Market Rate Units	Total Units**
(2001 income limit for family of 4)		\$40,050	\$64,080	\$96,120				\$40,050	\$64,080	\$96,120			
<b>UNITS APPROVED:</b>													
<i>Sites Approved at 0% Affordable Units</i>													
Meridian Bay	0	0	0	0	59	59	0	0	0	0	59	59	
Promontory Point III	0	0	0	0	31	31	0	0	0	0	31	31	
Sea Island Homes (completion)	0	0	0	0	4	4	0	0	0	0	4	4	
<i>Subtotal</i>	0	0	0	0	94	94	0	0	0	0	94	94	
<i>Sites Approved at 30% Affordable Units</i>													
Marlin Cove	56	0	28	84	196	280	56	0	28	84	196	280	
Miramar (Hillsdale/Gull)	32	0	16	48	111	159	32	0	16	48	111	159	
<i>Subtotal</i>	88	0	44	132	307	439	88	0	44	132	307	439	
<b>POTENTIAL NEW UNITS:</b>													
<i>Sites Estimated at 20% Affordable Units</i>													
Franciscan Apts****	6.4	12	12	11	35	16	51	15	15	15	45	57	102
5 A Rent-A-Space	5.1	10	9	9	28	110	138	12	12	12	36	143	179
Beach Park Plaza Shopping Center	2.32	5	4	4	13	50	63	5	5	5	16	65	81
Charter Square Shopping Center***	2.93	6	5	5	16	63	79	7	7	7	20	82	102
Episcopal High School Site	NA	10	10	10	30	0	30	12	12	12	35	0	35
Pilgrim/Triton Site**	14.6	27	26	26	79	315	394	35	34	34	102	409	511
<i>Subtotal</i>		70	66	65	201	554	755	86	85	84	254	756	1,010
<b>Total of Approved &amp; Potential Units</b>		<b>158</b>	<b>66</b>	<b>109</b>	<b>333</b>	<b>955</b>	<b>1,288</b>	<b>174</b>	<b>85</b>	<b>128</b>	<b>386</b>	<b>1,157</b>	<b>1,543</b>

\*\*Pilgrim/Triton Site consists of 14.6 acres in 3 parcels.

\*\*\*Charter Square acres includes half of actual 5.86 acres to account for anticipated mix of commercial and residential uses.

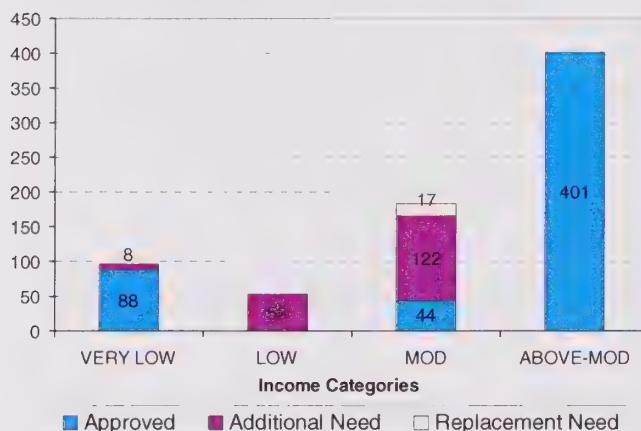
\*\*\*\*Total includes only new units in addition to existing 122 units: 122+51=173 units at 27 units/acre; 122+102=224 units at 35 units/acre.

Affordable units=20% of existing plus new units.

Sources: Project Approvals; Community Development Department, 2001

The chart below indicates the number of units that have been approved, additional units needed, and units needed to replace the 17 affordable units at Marina Green (when their affordability restrictions expire) in order to achieve the ABAG Housing Needs Determination.

### Housing Units Approved, Additional Need, and Replacement Need (1999-2006)



Source: ABAG Housing Needs Determinations; Community Development Department

### Housing Development Potential

The major challenge for the 1999-2006 time is to find additional sites for new housing units. Because the City has no vacant housing sites, the City must look at redevelopment of existing sites and/or redesignating existing properties for housing.

The previous Housing Element contained a program (Program H-0, "Housing Sites Study") which identified possible "housing opportunity sites" based on a 1997 study of potential reuse sites. These sites include existing neighborhood shopping centers and other sites as identified in the study and is included as an appendix to the General Plan.

As a result of the 1997 Housing Sites Study, the Marlin Cove and Hillsdale/Gull Redevelopment Project Areas were established and the General Plan Land Use Designations and zoning changed to accommodate housing.

The status of the sites identified in the 1997 study have not changed, with the exception of the Episcopal High School site. The City Council decided to omit the three small E. Hillsdale Blvd. sites from further consideration as housing sites. In

addition, redevelopment of Franciscan Apartments and a portion of the Pilgrim/Triton area are included as potential housing sites.

The potential sites include:

- (1) Beach Park Plaza Shopping Center
- (2) Pilgrim/Triton Site
- (3) 5-A Rent-a-Space
- (4) Charter Square Shopping Center
- (5) Franciscan Apartments
- (6) Episcopal High School Site

Characteristics of these sites are included in more detail in the accompanying tables. The Housing Opportunity Sites and Suggested Site Populations table describes the "target population" for each site, and includes a rationale for these targets.

The table, Existing Use, General Plan and Zoning Summary of Six Housing Opportunity Sites contains information about the sizes of the various sites, their existing uses, and existing and proposed General Plan and zoning designations.

### 1997 Housing Opportunity Sites Study

In 1996-1997, the City prepared a Housing Opportunity Sites Study to assess the suitability of various sites for their potential as housing sites. This study was undertaken pursuant to Housing Element Program H-0, which called for the examination of potential sites for housing. Nine sites were examined for their availability, potential units, and development issues:

- Marlin Cove Shopping Center
- Port O'Call Shopping Center
- 1261 E. Hillsdale Blvd.
- 1285 E. Hillsdale Blvd.
- 1289 E. Hillsdale Blvd.
- 5 A Rent-a-Space
- Beach Park Plaza Shopping Center
- Charter Square Shopping Center
- Episcopal High School Site

As a result of the study, the General Plan Land Use Designations for the Marlin Cove and Port O'Call Shopping Center sites were changed to allow housing and new Redevelopment Project Areas were adopted to facilitate their redevelopment with housing. These two sites had been determined to be the most available in the short-term (0-5 years) and also had become blighted sites within their neighborhoods due to their poor condition.

The Housing Element contains a program to rezone sufficient sites by 2004 so that housing can be constructed within the 1999-2006 time frame to meet the ABAG Regional Needs Determinations. As indicated in the table, Approved and Potential New Housing Units: 1999-2006, there is more than enough housing unit potential in the six housing opportunity sites to meet the ABAG housing needs determinations. The City's intent is to change the General Plan Land Use Plan designation and zoning on one or more of the sites so that these sites are more attractive to the private market as housing sites. If this is successful, then changing the General

Plan and zoning designations on all the sites will not be necessary. If these changes do not result in housing development proposals, then the City will proceed to change the General Plan and zoning designations on more sites from the Housing Opportunity Sites list.

The primary obstacle to providing more affordable housing, however, is the availability of programs and funding to provide units at prices low enough for very low, low and moderate income households. Programs in the Housing Element, including the City's inclusionary requirements and the actions of the Community

### Housing Opportunity Sites and Suggested Site Populations

Address/Site/Acres	Target Population	Rationale
<i>1455-1499 Beach Park Boulevard (Beach Park Plaza Shopping Center) – [Mixed use housing /preserve some of the existing retail uses]</i> Approximately 2.32 acres	Elderly; Disabled; Single Parents; Small Families	Small site; population requires less on-site parking and less on-site recreation facilities than residential development with large families; second story Bay front views from second story units; good access to levee/pedway; street intersection levels of service in immediate area are adequate to handle resulting traffic; minimal impacts to neighborhood; close to public elementary and middle schools.
<i>551-565 Pilgrim Drive; 1159, 1163, 1165, 1164, 1166 Triton Drive; 551 Foster City Blvd., 550 &amp; 558 Pilgrim Dr., 1125 E. Hillsdale Blvd. –</i> Approximately 14.6 acres	Single Parents; Large Families	Site is large enough to provide onsite parking and recreation facilities to serve resident population; street intersection levels of service in immediate area are adequate to handle resulting traffic; street intersection levels of service in immediate area are adequate to handle resulting traffic;
<i>1221 East Hillsdale Boulevard (5 A Rent-A-Space) –</i> Approximately 5.1 acres	Single Parents; Large Families	Site is large enough to provide onsite parking and recreation facilities to serve resident population; attractive lagoon frontage; street intersection levels of service in immediate area are adequate to handle resulting traffic.
<i>1050 Shell Boulevard (Charter Square Shopping Center) [Mixed use housing and reconfigured retail buildings]</i> - Approximately 5.85 acres	Single Parents; Large Families	Site is large enough to provide onsite parking and recreation facilities to serve resident population; street intersection levels of service in immediate area are adequate to handle resulting traffic; close to public elementary and middle schools.
<i>888 Foster City Boulevard (Franciscan Apartments) –</i> Approximately 6.4 acres	Single Parents; Large Families	Site is large enough to provide onsite parking and recreation facilities to serve resident population; street intersection levels of service in immediate area are adequate to handle resulting traffic; site currently has 122 apartment units; development at 35 units per acre would yield 224 units for a net gain of 102 units.
<i>Episcopal School of the Peninsula site</i>	Teachers	Site is large enough to provide 30-35 units for teachers in addition to the educational facilities.
<b>TOTAL ACRES: 34.3</b>		

#### Notes:

1. All sites are served by existing infrastructure; no need to extend utility lines to sites.

## Housing Opportunity Sites Map



### Existing Use, General Plan and Zoning Summary of Six Housing Opportunity Sites<sup>a</sup>

Site Name	Site Acreage (Ac. Suitable for Housing)	Potential Housing Type	Existing Use	Time of Site Availability	Existing General Plan; Zoning Designations	Proposed General Plan; Zoning Designations	Surrounding Land Uses
1.5A Rent-A-Space (1221 E. Hillsdale Blvd.)	5.01 acres (5.01 acres) <sup>a</sup>	Condominiums or Apartments	Service Commercial	10-15 years	Service Commercial; CM/PD (Commercial Mix/Planned Development)	Apartment or Condominium; R-4/PD (High Density Multiple Family Residence/Planned Development)	State Route 92, Commercial, Lagoon, Apartments
2. Beach Park Plaza Shopping Center (1455-1499 Beach Park Boulevard)	2.32 acres (2.32 acres) <sup>a</sup>	Townhouses or Condominiums or Apartments	Neighborhood Commercial	5-10 years	Neighborhood Commercial; C-1 (Neighborhood Commercial)	Neighborhood Commercial; C-M/PD (Commercial Mix/Planned Development)	Apartments, Single-family dwellings, and San Francisco Bay
3. Charter Square Shopping Center (1050-1098 Shell Blvd.)	5.85 acres (2.93 acres) <sup>a</sup>	Condominiums (over retail)	Neighborhood Commercial	5-10 years	Neighborhood Commercial; C-1/PD (Neighborhood Commercial/Planned Development)	Neighborhood Commercial; C-M/PD (Commercial Mix/Planned Development)	Townhouse Residential and Church
4. Episcopal High School Site (700 Foster City Blvd.)	12.0 acres (2.0 acres) <sup>a</sup>	Apartments	Vacant	2-10 years	Public/Semi-Public; PF/PD (Public Facilities/Planned Development)	Public/Semi-Public; PF/PD (Public Facilities/Planned Development)	Apartments, Community Center, Government Center, Park
5. Pilgrim/Triton Drive (551-565 Pilgrim Drive; 1159, 1163, 1165, 1164, 1166 Triton Drive; 551 Foster City Blvd., 550 & 558 Pilgrim Drive; 1125 E. Hillsdale Blvd.)	14.6 acres (14.6 acres)	Condominiums or Apartments	Service Commercial	2-10 years	Service Commercial; CM/PD (Commercial Mix/Planned Development)	Commercial Residential Mix (new); CM/PD (Commercial Mix/Planned Development)	Commercial, State Route 92, Lagoon
6. The Franciscan Apts.	6.4 acres	Apartments	Apartments	2-10 years	Apartment Residential;	Apartment Residential;	Duplexes,

Development Agency, establish ways to address this issue. These programs, in particular, provide a significant number of units affordable to very low income households.

### Potential Governmental Housing Constraints

#### Development Review

Most larger development sites are processed under the City's P-D (Planned Development District) zoning which provides an extensive amount of flexibility in responding to City requirements for density, unit size, parking and landscaping requirements. P-D zoning (Section 17.36 of the Foster City Municipal Code) allows the Planning Commission the flexibility to modify or waive development standards for: (1) density; (2) minimum building site, lot size, floor area and yards; (3) maximum building site coverage and maximum building height; (4) setbacks; and (5) any other minimum or maximum standards.

In the past, the City has achieved successes in providing affordable housing through a negotiated project review process whereby specific incentives and "trade-offs" are tailored to individual project

circumstances to provide the greatest amount of affordable housing. In this process, the City seeks to leverage project needs to negotiate as much affordable housing as is financially possible. It should be noted that this process has resulted in a significant number of very low income affordable housing units and not just low and moderate income units, as is the case of the inclusionary requirements in most Bay Area cities.

In implementing this public/private partnership approach designed to increase the opportunity for affordable housing, the City has provided developers with the following incentives: (1) structured development agreements and CDA funding to coincide with other subsidy program funding criteria; (2) technical assistance in structuring the affordable housing program to best fit City needs; (3) tax increment funds, either up-front or long-term, to assure the affordability of the units to an equal distribution of very low, low and moderate income households; (4) increased density; (5) below Zoning Ordinance required unit sizes; (6), use of shared parking; and (7) use of tax increment to pay for City fees.

## Development Standards

There are many locally imposed land use and building requirements that can affect the type, appearance, and cost of housing built in Foster City. These local requirements include zoning design standards, development fees, parking requirements, subdivision design standards, and architectural review. Other building and design requirements imposed by Foster City follow the state laws, the Uniform Building Code, Subdivision Map Act, energy conservation requirements, etc.

Development standards related to the various zoning districts that allow residential development are summarized in the table, Development Standards for Residential Zoning Districts.

Foster City makes extensive use of the PD, Planned Development, Combining District to allow the City's development standards to be tailored to each development. All of the existing developments containing affordable housing were developed by

utilizing the flexibility provided by the PD District. The District was "established to allow flexibility of design which is in accordance with the objectives and spirit of the General Plan." (Section 17.36.010, *Foster City Municipal Code*) The process requires that a General Development Plan be adopted to serve as part of the zoning map for the site. This is followed by a Specific Development Plan (Use Permit) for the site. The PD regulations allow the Planning Commission to grant waivers to the following standards without being processed under a variance procedure:

- minimum building site
- minimum lot dimension
- maximum building site coverage
- minimum yards
- maximum building or structure height, bulk or massing
- maximum height of fences and walls
- signs
- street or road widths dimensions

### Development Standards for Residential Zoning Districts

District	Minimum lot area/unit	Maximum Height	Maximum Coverage	Minimum Open Green
R-1, Single-family	5000 sq. ft. (8.7 units/acre)	2 stories/25' average	50%	NA
R-2, Two-family	3500 sq. ft. (12.4 units/acre)	2 stories/25' average	50%	NA
R-T, Townhouse	Per Planned Development approval for each project			
R-3, Medium Density Multiple Family	2190 sq. ft. (20.0 units/acre)	3 stories/38' average	50%	47%
R-4, High Density Multiple Family	1245 sq. ft. (35.0 units/acre)	5 stories/45' average	40%	47%
CM, Commercial Mix	Per Planned Development approval for each project			
PF, Public Facilities	Per most restrictive adjacent district	Per most restrictive adjacent district	Per most restrictive adjacent district	15%
PD, Planned Development Combining District*	Per Planned Development approval for each project			

\* The Planned Development (PD) Combining District is required to be used with the RT and CM Districts and is optional for the other zoning districts, although used for almost all new development. The PD District allows flexibility of design which is "in accordance with the objectives and spirit of the General Plan." The PD District has been utilized for all new housing development in Foster City since approximately 1980.

- minimum floor area standards
- any other minimum or maximum standards as usually required or applied with the exception of off-street parking requirements (10% parking waivers are allowed under a separate section)

The Off-Street Parking Requirements (Section 17.62 of the Foster City Municipal Code) of the City allow alternative means to address parking needs, including: (1) shared parking; (2) off-site parking; (3) Transportation Systems Management (TSM) programs; (4) "in-lieu" parking fees; and (5) credit for bicycle and motorcycle stalls. Parking standards are based on unit type and number of bedrooms.

- (1) Conventional Single Family Detached Dwellings: 2 spaces.
- (2) Second Units: 1 space.
- (3) Multi-Family Cluster Developments and Semi-Detached Single Family Projects (zero lot-line, patio homes, duplexes):
  - a. Studio/Bachelor Units: 1 space.
  - b. One Bedroom Units: 1.5 spaces.
  - c. Two-Bedroom Units: 2 spaces.
  - d. Three or More Bedroom Units: 2 spaces.

A program is included in the Housing Element to reevaluate the City's parking requirements to determine whether, how and when to modify parking requirements to allow higher densities and reduced housing costs in areas appropriate for reduced parking requirements.

The Senior Housing Overlay District (Section 17.37 of the Foster City Municipal Code) also provides incentives for reduced parking requirements down to 1 space per unit (includes unit and guest parking), in addition to other incentives, such as fee waivers/reductions, density bonus and priority fast track processing.

#### Senior Housing Overlay District

The City has adopted a Senior Housing Overlay zoning district which allows for the development of senior housing projects according to slightly different standards than those used for other apartment or condominium projects. The overlay district allows for reduced parking ratios, reduced fees and increased density for projects that provide affordable housing for senior citizens.

As with other cities, Foster City's development standards and requirements are intended to protect the long-term health, safety and welfare of the community. In addition, the flexibility provided through P-D zoning offers even more incentives and opportunities for individual projects. The Housing Element includes programs to reevaluate existing development standards to determine whether they should be revised so that they provide less of a barrier to the provision of affordable housing but still protect the long-term health, safety and welfare of the community.

#### Development Fees

Processing fees are required for all property improvement and development applications, pursuant to City Council policy to recover processing costs of development review. The City's development permit fee structure does not seem to be an impediment to development. As an example, the permit and processing fees for the Miramar development of 159 apartment units are detailed below (credits granted for affordable housing units have been removed):

#### Permit Processing Fees for Miramar Housing Development

Item	Total Fee	Per unit fee (159 units)
Planning fees	\$5,431	\$34
Plan Check	\$45,000	\$283
Building Permit	\$70,000	\$440
Sewer	\$159,000	\$1000
Water connection	\$124,000	\$780
Water meters	\$9,000	\$57
Seismic Motion Instrumentation Program (S.M.I.P.)	\$2,000	\$13
Common green area fee	\$3,000	\$19
Fire sprinkler permit	\$5,000	\$31
Public Works fees	\$5,546	\$35
School fees*	\$370,000	\$2327
Park in-lieu fees**	\$1,223,000	\$7692
<b>TOTAL</b>	<b>\$2,020,977</b>	<b>\$12,711</b>

\* School fees are assessed and collected by the local school districts

\*\* Park in-lieu fees are calculated based on the number of units, the estimated population per household, and the land value. This fee amount shown is after a 50% credit for on-site facilities.

The park in-lieu fee was established in 1984 to assure that new residential developments contribute to the City's park system with park land dedication, credit for on-site facilities or in-lieu fee payments.

The requirements are based on a standard of 5 acres per 1000 population as the amount of park land to be provided either by land dedication, credit for on-site facilities, or in-lieu fee. Although the City has more than 5 acres per 1000 population, this is the maximum standard allowed under Section 66477 et. seq. of the California Government Code (Quimby Act) for subdivision-related park dedication/fee requirements. The formula basically calculates how many people are expected to live in the development, then calculates the acres of park land "owed" based on a rate of 5 acres/1000 population, then calculates the dollar value of the park land owed, minus up to 50% credit for on-site facilities. During review of the Miramar and Marlin Cove apartment developments, it became apparent that the high land values result in a much higher in-lieu fee than in previous years, especially for a high-density multi-family development. The park in-lieu fee will be reviewed as part of Housing Program H-D-9-a to review processing fees and other potential government constraints to housing development.

### **Development Processing Time**

The City recognizes that the time required to process a development proposal can be a barrier to housing production if it is lengthy. The City has streamlined its development review process over the years to make it more efficient, while still providing adequate opportunity for public review and input.

The City utilizes an Interdepartmental Evaluation Committee (IDEC) made up of representatives from each City department to provide feedback on a project within two-three weeks of the project application. This process eliminates future surprises that can result in delays in project processing.

Following the IDEC review, major projects are reviewed by the Planning Commission at one or more Study Sessions. This provides the developer with an opportunity to hear and respond to concerns raised by staff, the Planning Commission, or the public prior to the public hearing on the project. The Study Session process can take place while the environmental assessment as required by the California Environmental Quality Act is being performed.

Following the Study Session(s), the project is scheduled for a public hearing by the Planning Commission. Depending on the type of application, a public hearing by the City Council may also be required.

If the project does not require an environmental impact report, the developer meets the City's submittal requirements, and the developer is able to respond quickly to requests for redesign, the process can move quickly, with elapsed time from Use Permit application to approval ranging from four to seven months.

As examples of project processing times for major residential projects, the Marlin Cove Use Permit application for 280 apartments, 56,000 sq. ft. retail, and 20,000 sq. ft. office was submitted in February 1999 and approved in July 1999, with a processing time of five months. The Miramar Use Permit application for 159 apartments was submitted in June 1999 and approved in January 2000, resulting in a processing time of seven months.

### **Infrastructure**

The City's infrastructure was initially designed to accommodate the ultimate build-out projections of the City, which have not changed significantly.

Water is purchased from the San Francisco Public Utilities Commission pursuant to an agreement which expires in 2011. The current agreement does not limit the amount of water that can be purchased by Foster City. The City is preparing plans for a fourth water storage tank. Capacity of the water system is not a limiting factor for housing development.

Wastewater is transported to the Wastewater Treatment Plant jointly owned by the cities of San Mateo and Foster City. Phase I improvements were made to the liquids handling capacity of the plant in the 1990's. Phase II improvements to the solids handling capacity are planned and budgeted for FY 2004-2005. Foster City's share of the anticipated cost is \$6.3 million. Although there are localized constraints in some of the industrial areas due to pipe sizes and/or lift station capacities, wastewater capacity is not a limiting factor for housing development.

## Building Codes

Foster City follows the requirements of the Uniform Building Code as modified by Titles 20 and 24 of the state's regulations. No additional local requirements are imposed which would affect the cost of building homes in Foster City.

While building and energy codes add to the cost of housing, their existence ensures that all new housing units will meet minimum levels of performance for habitability, structural safety, and energy use. Cities in California are required to utilize the Uniform Building Code with California state-adopted amendments, which establishes minimum construction standards. The City also administers State and Federal mandated standards regarding energy conservation and accessibility for the disabled. The City has adopted several amendments to these codes, including the following more significant provisions:

- Section 15.04.120 – concrete slabs
- Section 15.04.170 – roofs shall be Class C fire retardant or better
- Section 15.04.240 – limitations on wood burning appliances
- Section 15.24.160 – fire sprinklers required for all new buildings and significant expansions
- Section 15.24.200 – smoke control systems for buildings four or more stories in height
- Chapter 15.28 – Business and Residential Security

Although some of these regulations, especially the ones related to fire safety, have the effect of increasing the cost of housing, they have beneficial eco-omic and safety effects over the long term by reducing losses due to fires and other factors.

## Project Densities

Lower density development has a high land cost per unit and therefore adds to the cost of housing. Foster City has always been planned to have a mixture of low, medium and high density development in order to provide a variety of housing types and prices. Density bonuses are allowed for housing developments that meet certain criteria, including the provision of affordable housing, as provided by State law.

## Examples of Project Densities

Name of Project	Acres	Units	Units/Acre
<b>Townhomes</b>			
Cityhomes West	9.1	143	15.7
Cityhomes East	7.4	115	15.5
Bay Breeze	1.0	13	13.0
Harborside	18.0	220	12.2
Bayfront Court	13.0	154	11.8
Bayporte	13.0	154	11.8
Citypark	1.6	42	25.9
<b>Condominiums</b>			
Sand Harbour I	6.2	120	19.4
Sand Harbour II	9.9	168	17.0
Marina Green	8.3	138	16.6
Marina Point	22.5	364	16.2
Spinnaker Cove	15.4	238	15.4
Promontory Point	7.3	93	12.7
Meridian Bay	5.1	129	25.4
<b>Apartments</b>			
Tradewinds	3.6	130	36.1
Beachcomber	3.6	118	32.8
Sand Piper	1.1	36	32.7
Balclutha	1.2	36	30.0
Chateau Chamont	1.0	30	30.0
Harbor Cove	15.1	400	26.5
Foster's Landing	29.0	490	16.9
Metro Senior	1.0	60	60.0
Marlin Cove	8.4	280	33.4
Miramar	4.2	159	38.3

Source: Community Development Department, 2001

All sites currently zoned for housing have either been developed or have received their design approvals. Future housing will be on sites redesignated to allow residential use. It is anticipated that the new housing development will be attached housing in the Townhouse, Apartment or Condominium categories. Listed in the tables below are the Land Use Plan designations for residential use and examples of projects listed from highest to lowest densities for each housing type.

## Residential Land Use Plan Designations and Allowed Densities

Land Use Plan Designation	Allowed Density
Single Family Residential	Up to 8 dwelling units per acre
Two Family Residential	Up to 10 dwelling units per acre
Townhouse Residential	Up to 15 dwelling units per acre
Condominium Residential	15-35 dwelling units per acre
Apartment Residential	20-35 dwelling units per acre

### Payment Amounts and Total Interest Paid for 30-year Fixed Rate Loans

Principal Amount	7%		8%		9%		10%	
	Monthly Payment	Total Interest						
\$100,000	\$665	\$139,511	\$734	\$164,160	\$805	\$189,668	\$878	\$215,929
\$150,000	\$998	\$209,266	\$1101	\$246,230	\$1207	\$284,502	\$1316	\$323,883
\$200,000	\$1330	\$279,022	\$1468	\$328,310	\$1609	\$379,321	\$1755	\$431,858
\$250,000	\$1663	\$348,769	\$1834	\$410,390	\$2012	\$474,155	\$2194	\$539,812
\$300,000	\$1996	\$418,524	\$2201	\$492,471	\$2414	\$568,990	\$2633	\$647,786
\$350,000	\$2329	\$488,280	\$2568	\$574,539	\$2816	\$663,823	\$3072	\$755,741
\$400,000	\$2661	\$558,036	\$2935	\$646,491	\$3218	\$758,657	\$3510	\$863,695

Source: [www.interestratecalculator.com](http://www.interestratecalculator.com)

### Housing Densities: Perception and Reality

The City of Foster City General Plan designates the location and intensity or density of different types of uses, ranging from parks and open space to offices and housing. Residential uses are designated by the type of housing and the density of housing. The “density” of residential development is the number of residential units on one acre of land. All residential densities are expressed in “gross” area density, which includes internal streets. Below are the types and density of residential uses allowed in Foster City:

- Single Family Residential.** Allows up to 8 dwelling units per acre. This is the single largest residential category in the City. Single family homes are located in every residential neighborhood except one.
- Two Family Residential.** Allows up to 10 dwelling units per acre. This designation recognizes the small percentage of existing duplex homes in the City. The designation has been applied to a small area in the northeastern portion of the City, on Comet Drive (Neighborhood #1). Duplexes should provide the outward appearance of single-family residences in a single-family neighborhood, but at densities closer to those of townhomes.
- Townhouse Residential.** Allows up to 15 dwelling units per acre. Townhomes in Foster City generally function as attached single family homes.
- Condominium Residential.** Allows up to 15-35 dwelling units per acre. Condominium developments are usually constructed at a higher density than townhomes.
- Apartment Residential.** Allows 20-35 dwelling units per acre. Apartment developments in Foster City generally provide the highest density living environment, although some apartment developments are built at comparable densities to condominiums.
- Mixed Use Residential/Commercial Projects.** The City allows mixed residential/ commercial projects to be built at the maximum allowed residential densities. In allowing higher residential densities for mixed use projects, the project must comply with the goals and policies of the General Plan, including policies regarding design and affordability.

There is no guarantee that any individual project will be approved for maximum density. The high end of a density range is allowed only when the following issues are addressed:

- Excellence in architecture and site planning is achieved through creative solutions to building location and/or design, the preservation of views or vistas, the creation of usable open areas for public and/or private enjoyment, the provision of pedestrian/bicycle pathways for links to existing or proposed routes, the preservation of Bay wildlife resources, and the conservation of energy resources (through solar siting, clustering, etc.).
- Development is clustered to reduce paving, grading, runoff, and loss of vegetation cover.
- Additional landscaping area is provided to enhance the natural qualities of the site.
- Recreational facilities are provided on-site for the enjoyment of project residents.
- It is ensured that the traffic, noise, or visual effects of the higher density development will not significantly affect adjacent or nearby residences, or the overall streetscape.
- The project includes very low, low and/or moderate income units in accordance with the City's affordability needs and guidelines.

Each development proposal must be evaluated based on its own characteristics and merits to determine whether the proposed density of development is appropriate for that site. Factors which must be considered include adjacent uses, the proposed site and building design, traffic and noise impacts, and visual impacts. High quality design that considers the building massing, siting, and landscaping can make higher density developments appear to be much lower in density than they actually are when viewed from adjacent properties and streets. The City's General Plan, Zoning, and development review processes all exist to ensure that each and every new development contributes to the overall quality of life in the community without adversely impacting adjacent properties.

## Non-Governmental Housing Constraints

### Land Availability

Foster City is basically "built out," i.e., the little remaining vacant land either has projects under construction or approved. Almost every new housing project will require the demolition of an existing development. There are many difficulties associated with working with already developed properties:

- Many developed properties are small and don't have sufficient area for a marketable project by themselves
- Aggregating several small parcels can be difficult
- Purchasing or condemning leases of existing tenants can be expensive and time-consuming
- Neighbors' may be opposed to changing the existing use

Pursuant to Housing Program H-D-2-a, the City will change the General Plan Land Use Designation and rezone additional sites by 2004 to accommodate the City's fair share of the Regional Housing Needs established by ABAG in order to make sufficient land available for housing.

### Cost of Financing

Discussions with local banks and lending institutions indicate that the availability of financing for Foster City residents is no different from other areas in San Mateo County. It appears that loans are generally available, and if there are mortgage deficient areas in the County, it is not due to discriminatory practices by mortgage lenders, but rather the financial capabilities of individuals. The cost of financing is a critical component of housing affordability. Although most offer a variety of loan types, the most popular loan is the fixed rate mortgage for 30 years. The table below illustrates the effect that mortgage rates have on payment amounts for a 30-year fixed rate loan. As of August 2001, 30 year fixed mortgage rates were between 6 and 7 percent.

### Land and Construction Costs

Land availability and cost is a significant component of housing development costs. Land costs have risen dramatically on the Peninsula in the past few years. Construction costs also play a significant role in the overall price of new housing. Single

family construction costs are estimated to be about \$150-200 per square foot for standard, semi-custom homes. Multi-family construction costs would be somewhat lower. All of these costs are exclusive of land, permits or professional fees.

Construction costs vary significantly from project to project depending on land costs, site improvements, project amenities, financing, etc. By way of example for Foster City, the apartments currently under construction at Miramar have a per unit cost of \$223,853 and a per square foot cost of \$173, as shown in the table below.

### Example of Construction Costs (Miramar Apartments)

Item	Percent	Per Unit	Per SF
Land and Related Costs	21%	\$46,569	\$35.93
Indirect Costs	8%	\$17,097	\$13.19
Construction	55%	\$123,607	\$95.37
Soft Costs	4%	\$9,951	\$7.68
Finance Costs	9%	\$21,166	\$16.33
Contingency	2%	\$5,463	\$4.22
<b>Total</b>	<b>100%</b>	<b>\$223,853</b>	<b>\$172.72</b>

Source: Prometheus Development Company, 2001

### Availability of Construction Labor

A factor contributing to the high construction costs on the Peninsula is the scarcity of construction labor. Contractors have difficulty attracting and retaining workers because most cannot afford to live in the area on construction labor wages. Many construction workers have to commute long distances from their jobs to more affordable housing.

### Neighborhood Opposition

Opposition from neighbors can be a significant obstacle to obtaining approvals for new housing developments. Neighbors are often concerned with traffic and/or visual impacts of new development of any type. Higher density development proposals are often compared to older high density developments that were constructed under much lower parking and other requirements. The inclusion of affordable housing raises additional concerns regarding crime and property values, although studies show that well managed affordable housing developments have not caused such problems for their neighborhoods.

## Opportunities for Energy Conservation

Housing Elements are required to identify opportunities for energy conservation. Because of high energy costs, it has become increasingly important to include energy conservation measures in new housing construction and to incorporate energy conserving features in existing homes.

### Title 24 Energy Conservation Requirements

In 1978, the California Energy Commission (CEC) established Energy Efficiency Standards for Residential and Nonresidential Buildings (Title 24, Part 6) in response to a state mandate to reduce California's energy demand. In 2000, the Legislature passed and the governor signed AB 970 (Ducheny), which directed the CEC to conduct a rulemaking process to consider amendments to the current building energy efficiency standards. A primary reason for this legislative action was to respond to growing electricity demand that has strained the adequacy and reliability of California's electricity system.

Some of the major features of these new standards, most of which went into effect on June 1, 2001, include:

- More efficient air conditioning and heating duct requirements to prevent leaks, as studies show that typical ductwork in new homes resulted in a loss of up to 30% of air conditioning in the summer.
- Improved window requirements that will reduce the amount of solar heat that radiates into homes on hot summer days, causing an increase on air conditioning loads; and
- More efficient gas-fired pool and spa heating systems requirements, including mandatory use of covers, directional inlets that efficiently mix the water, and time switches.

Since 1978, the Title 24 standards (along with standards for energy-efficient appliances) have helped Californians save more than \$15.8 billion in electricity and natural gas costs. It is estimated that the new standards will save an additional \$43 billion by 2011 (source: Governor's Office for Innovation in Government). The revised Title 24 standards are available online at: [www.bsc.ca.gov/documents/ResNonResStandards.PDF](http://www.bsc.ca.gov/documents/ResNonResStandards.PDF).

Additional reports on energy standards are available at the CEC's web site at [www.energy.ca.gov/reports/index.html](http://www.energy.ca.gov/reports/index.html).

Source: Western City Magazine, July 2001, p. 20.

Energy conservation measures help to minimize the percentage of household income a household must dedicate to energy as well as minimize the use of non-renewable resources. The present value of these savings is typically greater than the added construction cost of the energy conservation feature. Currently, Foster City encourages energy conservation through the enforcement of statewide energy standards (Title 24) which ensure that newly constructed residential units meet a minimum level of energy efficiency.

### Affordable Housing Strategic Plan

In 1994 the City and the Community Development Agency adopted the Affordable Housing Strategic Plan, containing a strategy for meeting the City's and the CDA's affordable housing obligations. The Strategy was amended in 1997. The Strategic Plan was developed because the high cost of providing affordable housing in the Bay Area, the fairly substantial number of units required, the flow of available financial resources (the tax increment revenue stream) and the need to maintain unit affordability for the life of the Agency all require that the City and the CDA plan carefully and leverage the Agency's housing funds to the fullest extent feasible.

The Strategic Plan proposes five programs to meet, over a period of time, the Agency's affordable housing requirement and much of the City's "fair share" affordable housing requirements. The Strategic Plan proposes that the Agency's requirements have first priority in the use of Agency funds, but that the housing funds then be used to address as much of the City's affordable housing requirements as possible.

Section 33334.2 of the State Health and Safety Code requires that redevelopment agencies spend a minimum of 20% of tax increment received on affordable housing, and Section 33413 requires that an agency provide affordable housing units at the rate of 15% of the number of market rate units developed in the project area. (If the agency, rather than a private party, is the developer then 30% must be provided at affordable costs.)

The five programs included in the Strategic Plan are:

1. New Project Development Program.

- All new residential development within redevelopment project areas will meet its affordable housing requirement on-site. (15% of the number of market-rate units, if developed by other than the Agency).
- Where applicable in new developments, the Agency will continue its current policy of returning 20% of tax increment generated by each project to that project as a housing subsidy.
- The Agency will work with non-profit and for-profit developers to determine the potential for creating an additional number of affordable units at these sites with additional financial assistance from the Agency, and for ensuring the long-term project management for those units.
- When required to accomplish the stated Goals of the Plan, amend the General Plan land use designation of the site to an appropriate housing designation and/or the Zoning Ordinance to allow greater densities of affordable and market rate units.
- The Agency in 1996 directed staff to prepare a feasibility study analyzing the potential for establishing a new redevelopment project area consisting of all of some of the existing neighborhood shopping centers. This resulted in the establishment of Marlin Cove and Hillsdale/Gull redevelopment project areas.

2. Existing Unit Purchase Program

- Purchase existing older single-family, condominium, townhouse or duplex units to provide affordable rental housing
- Strive not only to avoid a concentration of affordable units in any one location or area, but to disperse affordable units throughout the community to complement and enhance the diversity that is already found in the City and that is an important element of its success.
- Target units that need rehabilitation and thereby improve the neighborhood in which they are located.

3. First-Time Homebuyer Program

- Establish a revolving fund to provide low interest and/or deferred second mortgages.

4. Homeowner Rehabilitation Loan Program

- Increase use of Community Development Block Grant rehabilitation loans administered by the County, through improved promotion and publicity to residents; target the elderly.

5. Rental Assistance Program

- Provide assistance in the form of rental subsidies to households who qualify as very low and low income.
- Develop an application process and selection procedure to determine qualified applicants.
- Develop program guidelines and the criteria by which applicants for the assistance will be selected.
- Determine which rental properties will be included in the program.

The amount of funding expected from the City's low and moderate income housing set-aside fund (under the Community Development Agency) is 20% of the total funds distributed. Project Area One in the the Agency currently has a \$170 million cap, of which \$48 million would be for housing. To date, \$26 million has been spent or committed to affordable housing. The estimated \$22 million expected to be generated in Project Area One between 2001- 2011 will subsidize Foster's Landing affordable housing program (approximately \$1 million), pay the debt service on the 1995 Metro Center Senior Homes housing bonds (approximately \$7.4 million), fund the other programs in the Agency's existing Affordable Housing Plan: First Time Homebuyer's Program, the Existing Unit Purchase Program, and the Low Income Home Rehabilitation Program.

In addition, the Agency recently adopted two new project areas, Hillsdale/Gull and the Marlin Cove. Each of these projects include affordable rental housing. In addition to the 20% housing funds from the Hillsdale/Gull and Marlin Cove Projects, 20% housing funds from Project One have also been pledged to assist in financing the additional 132 affordable units in these two new project areas.

- Estimated total amount of Agency 20% housing funds over the life of the three project areas: \$57,000,000
- Estimated total spent or committed to-date: \$48,500,000
- Estimated total remaining: \$8,500,000

It is Agency policy to dedicate 20% of the tax increment money generated by a project back to that project to subsidize the affordable housing included in the project. This is one of the ways the City has been so successful in providing very low income housing as well as low and moderate income housing.

## Evaluation of 1992 Housing Element Achievements

State Housing Element law requires an evaluation of the achievements of the City's housing goals, policies and programs adopted in the 1992 Housing Element. There are many factors which affect the success or apparent failure of a policy or program. 1992 Housing Element (amended in 1997) goals, policies and programs are discussed in detail in Appendix A. They have been evaluated in light of what the City has done to implement the program or what other agencies or groups have done to implement the program. Other factors affecting program success include the effects of the economy in general, decreasing availability of state and federal funding for new below market rate housing or lack of opportunity to implement the program.

As indicated in the accompanying table, the total number of housing units produced between 1988-1998 was 65% of the need indicated in ABAG's Regional Housing Needs Determination. Economic conditions played a large role in the slower than projected housing growth. Projects were delayed or were unable to obtain financing during the early 1990s when many financial institutions foldere and were taken over by the Resolution Trust Corporation.

Although not reflected in the number of units produced in the 1988-1998 time frame, a major achievement during this time period was the initiation of the redevelopment of the Marlin Cove and Port O'Call shopping centers with housing. The City initiated the actions necessary to make the sites available for housing, including preparation of an Environmental Impact Report, establishment of redevelopment project areas, changes in General Plan and zoning designations, and an extensive public information/input process that spanned approximately 12 months. These two developments are expected to be completed in early 2002, including a total of 439 apartment units, 132 of which will be affordable to low and moderate income households.

In general, the goals, policies and programs in the 1992 Housing Element have provided a comprehensive set of actions to meet the City's

affordable housing needs and provide a diversity of housing types. Based on the evaluation in Appendix A the following are the more significant specific changes recommended to the Housing Element:

- Include separate goals to address affordable housing and housing for special needs populations.
- Provide a more easily understood summary of quantified objectives.
- New goals should strive to meet 100% of the ABAG housing need numbers.
- Add policies and programs to incorporate the Affordable Housing Strategic Plan into the Housing Element.
- Add an inclusionary housing requirement for affordable housing.
- Reference the CDA's use of one of the affordable units for victims of domestic violence.

#### ABAG Housing Needs Compared to Units Constructed (1988-1998)

Category	Very Low Income	Low Income	Moderate Income	Subtotal of Affordable Housing Units	Above Moderate Income	Total
ABAG Housing Need	164	153	204	521	501	1,022
Units Built or Acquired (1988-1998)	60	8	19	87	579	666
Remaining Housing Need	104	145	185	434	-78	356
Percent of Need Met	37%	5%	9%	17%	116%	65%

Source: Community Development Department (2001)

# Housing Goals, Policies and Programs

The section below contains the City's Goals, Policies and Programs related to the Housing Element. Goals are shown in capital letters, e.g., H-A. Policies related to each Goal include the Goal plus a number, e.g., H-A-1. Programs related to each Policy include the Goal and Policy reference followed by a lower case letter, e.g., H-A-1-a.

## H-A Reinforce the City's Commitment to Meeting Housing Needs

Establish and monitor goals, policies and programs to address the City's housing needs, encourage public participation in all housing policy matters and promote equal housing opportunities.

### Quantified Objectives

**Summary of Quantified Objectives by Income Category  
(1999-2006)**

Income Category	New Construction	Rehabilitation	Conservation*
Very Low	96	5	150
Low	53	10	71
Moderate	166	5	562
Above Moderate	401	0	2754
<b>TOTAL</b>	<b>716</b>	<b>20</b>	<b>3537</b>

\* Conservation includes preservation and improvement of existing affordable housing stock per Government Code Section 65583(c)(4).

**Quantified Objectives  
(1999-2006)**

### Units to be Conserved:

	Very Low	Low	Moderate	Above-Moderate	Total
Existing BMR units:					
Foster's Landing	30	22	22		74
Emerald Bay	3	2	2		7
Metro Senior Housing	54	6			60
CDA acquired housing	3				3
BMR units to be replaced:					
Marina Green			17		17
Existing shared housing	60	41	38	17	156
Existing non-BMR apartments*			483	2737	3220
<b>TOTAL</b>	<b>150</b>	<b>71</b>	<b>562</b>	<b>2754</b>	<b>3537</b>

\* Estimated 15% of market rate units are affordable to moderate income households. As of 1/1/01 3354 existing apartment units - 134 BMR units = 3220 non-BMR units.

**Units to be Rehabilitated:** 20

Limited rehabilitation needed due to the newness of the housing stock

**Units to be Constructed:**

	Very Low	Low	Moderate	Above-Moderate	Total
Units built or approved:					
Meridian Bay (1999)				59	59
Sea Island Homes (2001)				4	4
Promontory Point III (2002)				31	31
Marlin Cove (2002)	56	0	28	196	280
Miramar (2002)	32	0	16	111	159
New construction	8	53	122	0	183
<b>TOTAL</b>	<b>96</b>	<b>53</b>	<b>166</b>	<b>401</b>	<b>716</b>
ABAG Housing Needs	96	53	166	375	690
Percent of Need to be Met	100%	100%	100%	107%	104%

**H-A-1 City Leadership.** Provide an active leadership role in helping to attain the objectives of the City's Housing Element by following through on the actions prescribed in the Housing Element in a timely manner and monitoring progress annually to review housing goals and target achievements.

**H-A-1-a Annual Tracking of Housing Activity.** *The City will provide a statistical summary of residential building activity tied to various types of housing, household need, income and Housing Element program targets. Target: Annually as part of General Plan Implementation Report. Responsible Agency: Community Development Department.*

**H-A-1-b Construction of New Units.** *The Association of Bay Area Governments has calculated Foster City's regional housing share at 690 units for the 1999-2006 period. The City will continue to review residential proposals as they are received. Target: 716 units between 1999-2006, including one or more of the potential sites identified in Housing Program H-D-2-a, Housing Sites Study. Target: Development approvals by 2004. Responsible Agency: Community Development Department and Community Development Agency.*

**H-A-1-c Future Housing Element Updates.** *The City will update its Housing Element, consistent with State Law requirements, every five years. Target: Next update by June 2006. Responsible Agency: Community Development Department.*

**H-A-2 Public Participation.** Encourage and support public participation in the formulation and review of the City's housing policy, including encouraging neighborhood level planning and working with community groups and the building and real estate industry to advocate programs which will increase affordable housing supply and opportunities.

**H-A-3 Cooperation with Other Agencies.** Continue participation in County-wide housing assistance programs and coordinate with other public and private agencies in the use of available programs to provide lower-cost housing in Foster City.

H-A-3-a **Community Outreach.** *The City will improve citizen awareness of rehabilitation and disaster assistance loan subsidy programs, code enforcement, energy conservation programs, fair housing laws and affordable housing programs by:*

- (1) *providing packets of housing information at City Hall and the library, with water bill inserts and through the mail to those who inquire;*
- (2) *contacting neighborhood groups and associations;*
- (3) *providing special presentations to community groups, service organizations, and senior citizens periodically; and*
- (4) *providing public information through articles in the local newspaper, on the City's web site and with cable TV public service announcements.*
- (5) *In addition, the City will contact community service clubs and organizations to determine their interest in establishing a volunteer labor-assistance housing improvement program for homeowners physically or financially unable to maintain their properties.*

*Target: Ongoing. Responsible Agency: Community Development Agency.*

H-A-3-b **Technical Assistance to Non-Profits.** *The City will provide technical assistance to non-profit groups organized to encourage provision of affordable housing and sponsors of affordable housing projects and programs. The City will facilitate provision of affordable housing by providing technical assistance in a liaison role with non-profit housing groups. Target: Ongoing. Responsible Agency: Community Development Department and Community Development Agency.*

**H-A-4 Review Potential Environmental Impacts of New Housing.** When a new housing development is proposed, perform a review of potential environmental impacts to ensure that the impacts on existing and prospective residents are considered.

H-A-4-a **Air Quality Impacts.** *When site-specific development is proposed and/or a Rezoning application is processed, potential air quality impacts from project traffic shall be studied, and mitigation measures to ensure compliance with the Bay Area Air Quality Management District standards in effect at the time shall be recommended if necessary. Target: Ongoing. Responsible Agency: Community Development Department.*

**H-A-4-b Geotechnical Studies.** *Prior to any residential or retail construction on the project sites, geotechnical studies would be required by the City unless a site-specific study is already on file with the City. Target: Ongoing. Responsible Agency: Community Development Department.*

**H-A-4-c Uniform Building Code and Title 24.** *Buildings shall conform to the requirements of the Uniform Building Code and Title 24 to reduce potential seismic-related hazards. Target: Ongoing. Responsible Agency: Community Development Department.*

**H-A-4-d Site Investigation.** *When a site-specific development is proposed for a site that was previously used for commercial or industrial uses, a Phase I and II Site Investigation shall be conducted to identify the extent of contamination and the clean-up measures necessary to meet the requirements of the Department of Toxic Substances Control and the Regional Water Quality Control Board. Target: Ongoing. Responsible Agency: Community Development Department.*

**H-A-4-e** **NPDES Requirements.** All National Pollutant Discharge Elimination System (NPDES) requirements should be met or required as mitigation measures when Rezoning applications are processed for the subject sites. Target: Ongoing. Responsible Agency: Community Development Department.

**H-A-4-f** **Noise Studies.** Noise studies shall be undertaken for each site when a site-specific development is proposed and/or a Rezoning application is processed. These studies should identify needed mitigation measures to reduce noise levels to an acceptable level for residential uses of the sites as identified in the Noise Element of the Foster City General Plan. Target: Ongoing. Responsible Agency: Community Development Department.

**H-A-4-g** **Traffic Evaluations.** Traffic evaluations shall be completed when site-specific development is proposed and/or a Rezoning application is processed. Each site-specific evaluation should consider intersection and freeway impacts, parking, and pedestrian/bicycle safety. If necessary, mitigation measures to ensure compliance with the Level of Service standards identified in the City of Foster City General Plan shall be incorporated in the project. Target: Ongoing. Responsible Agency: Community Development Department.

## **H-B Protect Existing Housing, Community Character and Resources**

Maintain the high quality of existing housing and community character and assure energy efficiency in new and existing housing.

**H-B-1** **Encourage Maintenance of Existing Housing.** Encourage maintenance of the existing housing stock by enforcing zoning and property maintenance regulations, housing and other codes for all types of residential units.

**H-B-1-a** **Continue Code Enforcement.** Continue the existing Zoning and Building Code Enforcement and Property Maintenance programs. In addition, continue the mandatory fire code inspection program. Target: Ongoing. Responsible Agency: Community Development Department.

**H-B-1-b** **Expand Code Enforcement.** Consider expansion of the City's code enforcement program to assure compliance with basic health and safety building standards and appropriate permits, including: (1) resale inspections of single family homes; (2) rental housing inspections; and (3) public outreach and education. If deemed necessary, amend City codes and policies to implement these programs. Target: 2003. Responsible Agency: Community Development Department.

**H-B-2** **Encourage Rehabilitation of Existing Housing.** Encourage rehabilitation to the extent possible and when necessary for low and moderate income homeowners and rental property owners with lower income tenants.

**H-B-2-a** **Rehabilitation Loans.** The City will encourage rehabilitation loan and disaster assistance programs to the extent possible given program funding criteria and local need. Target: 20 loans by 2006. Responsible Agency: San Mateo County Housing

Authority, San Mateo County Department of Housing and Community Development and the Community Development Agency.

H-B-2-b **Facilitate Non-Profit Rehabilitation/Maintenance Assistance.** Start a community outreach program to help the disabled and elderly maintain or rehabilitate their homes) to match households in need with non-profit organizations (such as Rebuilding Together/Christmas in April, churches, service clubs, or Girl or Boy Scouts) that can provide assistance. Target: 2002. Responsible Agency: Community Development Department.

H-B-3 **Encourage Energy Conservation in Housing.** Encourage adoption of energy conservation measures and promote energy conservation programs that provide assistance for energy conservation improvements.

H-B-3-a **Energy Conservation Assistance.** The City will use Community Development Block Grant funds or other funds, as available, to assist lower-income residents to weatherize their homes or make other energy-conservation home repairs. Target: 5 low income households by 2006. Responsible Agency: San Mateo County Department of Housing and Community Development and Community Development Agency.

H-B-3-b **Increased Energy Conservation.** The City will continue to enforce Title 24 Energy requirements and will review its development ordinances to determine if zoning, building, subdivision and others discourage the use of energy conservation measures (placement of solar panels, energy conserving architectural designs, building orientation, etc.). Target: Ongoing. Responsible Agency: Community Development Department.

H-B-4 **Housing Design.** Assure excellence in project design consistent with existing community character (architecture, site planning, amenities).

H-B-4-a **Architectural Review.** Continue the City's Architectural Review requirements contained in Chapter 17.58 of the Foster City Municipal Code to ensure that development preserves the architectural character and scale of the neighborhoods and community and is well designed. Target: Ongoing. Responsible Agency: Community Development Department.

## **H-C: Protect the Supply and Affordability of Rental Housing**

H-C-1 **Regulation of Conversions.** Regulate the conversion of apartments to condominiums, community apartments and stock cooperatives to preserve the existing stock of rental apartments.

H-C-1-a **Condominium Conversion Regulation.** Continue implementation of the condominium conversion ordinance linking any conversions to the development of additional rental housing within the City. The ordinance provides for lifetime leases for seniors and handicapped tenants. Amend the existing conversion regulations to change the percentage of converted units required to be set aside for qualified low and moderate income owners from ten to fifteen percent. Continue the requirement

for deed restrictions on resale (unless financing is impossible), or 1% of gross sales must be contributed to the City, and comparable rental housing must be available in the Housing Market Area. There have not been any conversions within the past five years. Target: 2002. Responsible Agency: Community Development Department.

**H-C-2 Protection of the Rental Housing Stock.** Promote the retention of rental units and encourage rental subsidy programs that can be applied to existing housing.

H-C-2-a **Rental Unit Monitoring.** The City will continue to monitor the availability and cost of rental units in Foster City to determine if further actions are necessary. The City will collect rental information from Foster City apartments to report, by unit, the level of rent on an annual basis. The purpose of this reporting is to establish a monitoring system to determine the extent of rent increases occurring within the City and to compare with other adjacent municipalities. Target: Annually. Responsible Agency: Community Development Agency.

H-C-2-b **Phased Redevelopment of Existing Apartments.** If the Franciscan or another large apartment development is redeveloped, the project shall be phased so that displacement of residents is minimized to the extent feasible. The application for redevelopment shall include a plan to minimize displacement of existing residents.

**H-C-3 Moderate Rent Increases**

Find ways and means to moderate the percentage, amount, and frequency of residential rent increases in the City.

H-C-3-a **Moderate Rent Increases.** Continue working with the Peninsula Conflict Resolution Center and the Tri-County Apartment Association as a vehicle to moderate rent increases in the City and to resolve rental disputes between renters and property owners. Target: Ongoing. Responsible Agency: City Council, Community Development Department.

**H-C-4 Rent Disputes.** Provide for increased use and support of tenant/landlord educational and mediation opportunities.

H-C-4-a **Rental Dispute Resolution.** Continue the City's financial contribution to and encourage resident use of the Peninsula Conflict Resolution Center as a vehicle to resolve rental disputes between renters and property owners. Target: Ongoing. Responsible Agency: City Council, Community Development Department.

**H-C-5 Rental Assistance Programs.** Continue to publicize and participate in rental assistance programs such as Section 8, Housing Voucher programs, and other available rental programs.

H-C-5-a **Rental Housing Assistance.** Encourage the use of federal, State and Local rental housing programs. Continue to publicize programs and work with the San Mateo County Housing Authority to implement the Section 8 Rental Assistance Program and, as appropriate, assist similar non-profit housing sponsor rental assistance programs. Target: Shared Housing and Emergency Assistance: 15 households provided assistance per year (assumes continued funding of program). Responsible Agencies: San Mateo County Housing Authority and non-profit housing sponsors.

H-C-5-b **City Rental Housing Assistance Program.** The City of Foster City will develop a local housing rental assistance program, and will work with the owners of existing rental projects in the City to provide as many subsidized rental units as possible. As a goal, the City will seek to provide up to 5% of the available units for rental subsidy. Target: An additional 20 very low income and 20 low income households/units provided rental subsidy by 2006. Responsible Agencies: Community Development Department and CDA.

## **H-D Consider Potential Public and Private Redevelopment Opportunities to Increase the Supply of Housing**

Assure excellence in architecture and site planning in all new projects, provide a variety of housing types and tenure and meet the City's "fair share" of regional housing need.

**H-D-1 Housing Opportunity Areas.** Given the diminishing availability of developable land, the City will identify housing opportunity areas and sites where a special effort will be made to provide affordable housing consistent with other General Plan policies. Housing Opportunity Areas should have the following characteristics:

- a. The site has the potential to deliver sales or rental units at low or below market rate prices or rents.
- b. The site has the potential to meet special housing needs for local workers, single parents, seniors, small families or large families.
- c. The City has opportunities, through ownership or special development review, to facilitate provision of housing units to meet its housing objectives.

**H-D-2 Selection of Housing Opportunity Areas.** The City will use the following criteria in selecting Housing Opportunity sites or areas:

- a. Potential for adequate and safe internal and external vehicular and pedestrian circulation.
- b. Convenient access to existing public transportation or the potential for such access as public transportation systems are expanded.
- c. Convenient access to typical neighborhood services and facilities typically required by residents.
- d. Convenient access to typical neighborhood recreation facilities, or designed to provide adequate recreation facilities on site.
- e. Cost effective mitigation of physical site constraints (including geologic hazards, flooding, drainage, soils constraints, wetland limitations, etc.)
- f. Cost effective provision by the City/EMID of typical residential services and adequate utilities to the site.
- g. Ability to meet internal residential noise standards.
- h. Adequate size to provide required parking; parking requirements should be flexible based on the expected needs of the project's prospective residents.
- i. The development of a specific project on the site will not result in significant adverse individual or cumulative impacts on other properties in the neighborhood or area, unless the City/District adopts a Statement of Overriding Considerations as defined by the California Environmental Quality Act.

**H-D-2-a** **Housing Sites Study.** The City has undertaken a study of sites for the purpose of identifying potential housing sites. The purpose of the study was to evaluate housing potential, including the potential for housing which can meet special needs (consistent with Policies H-D-1 and H-D-2 on Housing Opportunity Areas), on City-owned sites, surplus school sites, potential re-use of commercial or industrial sites and sites appropriate for mixed commercial/residential use. Based on this study, General Plan Amendments, rezonings and other implementing action would occur by December 2002 on one or more sites and by December 2004 on additional sites, if necessary, to achieve the housing needs identified in Housing Goal H-A on one or more of the following sites:

- (1) Beach Park Plaza Shopping Center Site (total of 63-81 units; 27-35 units/acre)
- (2) Pilgrim/Triton: (total of 394-511 units; 27-35 units/acre)
- (3) 5 A Rent-A-Space Site: (total of 138-179 units; 27-35 units/acre)
- (4) Charter Square Shopping Center Site (total of 79-102 units; 27-35 units/acre)
- (5) Franciscan Apartments (122 existing units; potential for 51-102 more; 27-35 units/acre)
- (6) Episcopal High School Site (total of 30-35 units of teacher housing)

*Target: December 2002 for one or more sites and by December 2004 on additional sites, if necessary. Responsible Agency: Community Development Department.*

**H-D-3** **Encourage Housing as Part of New Development Projects.** As opportunities for the redevelopment of property occur, whether financed with public funds or not, evaluate whether the subject site and project could and/or should include multifamily housing units as a part of the overall project, including apartments, condominiums, townhouses or a mix of housing types.

**H-D-3-a** **Potential Re-Use of Commercial Sites.** The City will reevaluate the land use designations for the City's neighborhood shopping centers or other commercial sites if, at a future date, any of these commercial activities become not viable. If mixed use developments including residential uses are considered, criteria for determining the appropriate housing types include:

- (1) The predominate types and densities of housing on the same block front or on adjacent blocks to the proposed project.
- (2) The type of street (major, collector, etc.) which would provide access to the site and levels of service on the street in the morning and afternoon peak hours.
- (3) Availability of public services and facilities.
- (4) The ability of the project to provide landscaping for parking areas, facade modulation and orientation of buildings which would ensure privacy for, and minimize impacts on, any adjacent single family homes, and reduce the perception of density in a multi-family project.

*Target: As appropriate. Responsible Agency: Community Development Department.*

**H-D-3-b** **Increase Supply of Rental Units.** Work to increase the supply of rental units in the City by re-planning and rezoning failed, failing or underutilized commercial properties to include rental units. Timeframe: Ongoing. Responsible Agency: City Council, Community Development Department.

H-D-4 **Mixed Use Development.** Encourage mixed residential/commercial uses on those parcels where a mix is feasible and appropriate.

H-D-4-a **Mixed Use Housing.** Encourage mixed residential-commercial uses in areas consistent with the Land Use Plan through the following and other means, if appropriate: (1) increased densities; (2) reduced unit sizes; (3) incentives for ground-floor retail; (4) shared parking; (5) reduced parking ratios; and (6) require the identification of specific parts of the master plan for housing. Target: 2006. Responsible Agency: Community Development Department.

H-D-5 **Planned Development Process.** Encourage the use of the planned development process to achieve a diversity of housing types and tenure and to provide greater choice for residents and workers in Foster City.

H-D-6 **Second Units.** The City will continue to allow secondary dwelling units ("granny flats") in R-1 zones, subject to specific development standards and requirements.

H-D-6-a **Second Units.** Continue implementation of the City's Second Unit Ordinance in single-family (R-1) zones. Target: 1 moderate income unit by 2006. Responsible Agency: Community Development Department.

H-D-6-b **Second Unit Regulations.** Review and consider revising the City's Second Unit Ordinance in single-family (R-1) zones if necessary to facilitate production of second units while still maintaining compatibility with the single-family neighborhood. If deemed necessary, amend City codes. Target: 2003. Responsible Agency: Community Development Department.

H-D-7 **School Sites.** Assist and support the public school district and private schools with the incorporation of residential uses for faculty and staff along with educational facilities in order to increase the supply of affordable housing.

H-D-8 **Community Development Agency.** Promote residential opportunities in the redevelopment project areas, where appropriate, through the unique powers of the Community Development Agency.

H-D-8-a **Community Development Agency.** The Community Development Agency will use its unique powers to reduce the costs and expedite the construction of 15% of the units within redevelopment project areas for very low, low and moderate income households. Community Development Agency funds will be set aside each year for development of housing affordable to low income households. Target: Ongoing. Responsible Agency: Community Development Agency.

H-D-9 **Reduce Regulatory Constraints.** Support the reduction of governmental and regulatory constraints to the production of housing, especially affordable housing.

H-D-9-a **Government Constraints.** The City will review the entire development process and remove any government and regulatory constraints to the production of affordable housing. Target: 2003. Responsible Agency: Community Development Department, and Public Works Department, (this would be zoning requirements, fees, and review procedures for example).

H-D-9-b **Pre-Permit Review Process.** The City will continue to hold pre-application reviews of affordable housing projects with all City departments in an effort to reduce permitting time and cost for affordable housing projects. These pre-application conferences will be held with all City departments to review the proposal and set clear objectives early on in the process. Target: Ongoing. Responsible Agency: Community Development Department, Public Works, and Building Inspection Division.

H-D-9-c **Minimum Density Requirements.** Consider enacting minimum density requirements in multiple family zones to prevent use of land zoned for multiple-family use for lower density housing in order to make more efficient use of the limited opportunity to provide additional housing. Amend City codes if necessary. Target: 2003. Responsible Agency: Community Development Department.

H-D-9-d **Zoning Incentives.** Evaluate zoning incentives that encourage the development of diverse housing types, including smaller, more affordable units and two- and three-bedroom units suitable for families and children. Amend City codes if necessary. Target: 2003. Responsible Agency: Community Development Department.

H-D-9-e **Reevaluate Parking Requirements.** Conduct a study of whether, how, and when to modify parking requirements to allow higher densities and reduced housing costs in areas appropriate for reduced parking requirements. Amend City codes if necessary. Target: 2003. Responsible Agency: Community Development Department.

H-D-9-f **Development Fee Waivers.** Where appropriate and feasible, continue to allow waivers of development fees as a means of promoting the development of housing affordable to low- and low-income households. Target: Ongoing. Responsible Agency: Community Development Department.

H-D-9-g **Nonconforming Uses.** Amend Chapter 17.70, Nonconformity Uses, of the Foster City Municipal Code to reduce or eliminate disincentives to having an existing non-residential site zoned for housing. Allow non-conforming uses to continue indefinitely on sites zoned for housing, and also allow them to be expanded or rebuilt if destroyed. Target: 2002. Responsible Agency: Community Development Department.

## H-E Address Affordable Housing Needs

Meet the City's "fair share" of very low, low and moderate income housing need and the needs of special groups, including the elderly, handicapped, small and large families, single parents and local workers.

H-E-1 **Affordable Housing Strategic Plan.** Incorporate the housing programs defined in the 1996 Foster City Affordable Housing Strategic Plan as part of the Housing Element (see Appendix H). The Affordable Housing Strategic Plan contains the following programs:

**H-E-1-a New Project Development Program.**

- All new residential development within redevelopment project areas will meet its affordable housing requirement on-site. (15% of the number of market-rate units, if developed by other than the Agency).
- Where applicable in new developments, the Agency will continue its current policy of returning 20% of tax increment generated by each project to that project as a housing subsidy.
- The Agency will work with non-profit and for-profit developers to determine the potential for creating an additional number of affordable units at these sites with additional financial assistance from the Agency, and for ensuring the long-term project management for those units.
- When required to accomplish the stated Goals of the Plan, amend the General Plan land use designation of the site to an appropriate housing designation and/or the Zoning Ordinance to allow greater densities of affordable and market rate units.

Target: Ongoing. Responsible Agency: Community Development Agency.

**H-E-1-b Existing Unit Purchase Program.**

- Purchase existing older single-family, condominium, townhouse or duplex units to provide affordable rental housing
- Strive not only to avoid a concentration of affordable units in any one location or area, but to disperse affordable units throughout the community to complement and enhance the diversity that is already found in the City and that is an important element of its success.
- Target units that need rehabilitation and thereby improve the neighborhood in which they are located.

Target: 3 units by 2006. Responsible Agency: Community Development Agency.

**H-E-1-c First-Time Homebuyer Program.**

- Establish a revolving fund to provide low interest and/or deferred second mortgages.

Target: 2002. Responsible Agency: Community Development Agency.

**H-E-1-d Homeowner Rehabilitation Loan Program.**

- Increase use of Community Development Block Grant rehabilitation loans administered by the County, through improved promotion and publicity to residents; target the elderly.

Target: 2002. Responsible Agency: Community Development Agency.

**H-E-1-e Rental Assistance Program.**

- Provide assistance in the form of rental subsidies to households who qualify as very low and low income.
- Develop an application process and selection procedure to determine qualified applicants.
- Develop program guidelines and the criteria by which applicants for the assistance will be selected.
- Determine which rental properties will be included in the program.

Target: 2002. Responsible Agency: Community Development Agency.

**H-E-2** **Private Development of Affordable Housing.** Encourage the provision of affordable housing by the private sector through:

- a. Requiring that a percentage of the units, excluding bonus units, in specified residential projects be affordable (an inclusionary requirement).
- b. Requiring construction or subsidy of new affordable housing as a condition for approval of any commercial development which affects the demand for housing in the City.
- c. Providing incentives to encourage the provision of affordable housing as provided in Policy H-E-3.

**H-E-2-a *Inclusionary Requirement for Affordable Housing.***

*Develop and adopt an inclusionary housing ordinance to implement Policy H-E-2. The ordinance shall include the following:*

- (1) *All projects which include more than 10 residential units, including mixed use projects, shall be required to include 20% of the residential units for exclusive use as affordable housing units.*
- (2) *The project proponent shall build the unit(s) on site, either in partnership with a public or nonprofit housing agency, or on its own. Off-site building shall be allowed only if the proponent demonstrates that on-site construction is infeasible; and in any event, any off-site units must be built within the City of Foster City. No in-lieu fees shall be allowed.*
- (3) *The affordable units shall be identical in exterior design and appearance to the remaining units in the project.*
- (4) *Affordable rental units shall carry deed restrictions that guarantee their long-term affordability or affordability in perpetuity.*
- (5) *Affordable for sale units shall have deed restrictions that allow for first right of refusal to the local government, upon the sale of the unit. The City local government should only refuse the option of purchase if it has already expended all of its financial resources available for housing, including Community Development Block Grant funds, local housing trust fund monies, and any other federal, state or local funds typically available for affordable housing purposes.*

*Target: 2002. Responsible Agency: Community Development Department.*

**H-E-3** **Incentives for Affordable Housing.** The City shall consider offering development incentives to developers of multifamily housing projects which meet the City's housing needs, in exchange for an agreement that a minimum of fifteen percent (15%) of the total number of units constructed (or another percent, depending upon the project) shall be affordable to very low as defined by State Health and Safety Code Section 50105, low and moderate income persons and families as defined by Section 50093 of the State of California Health and Safety Code for a minimum period of 35 years. Incentives to be considered include the following:

- a. Financial contributions for the construction of utilities, public road improvements and other traffic improvements; soils remediation; Plan preparation and development;
- b. Rent subsidies for the affordable units.
- c. Density bonuses.
- d. Pre-scheduled, fast track permit processing.
- e. Design flexibility.
- f. Reduced or waived fees
- g. Reduced parking requirements and/or use of shared parking.
- h. Assistance and support in securing public financing, such as bonds or tax credits.

H-E-3-a **Density Bonuses for Affordable Housing Projects Consistent with State Density Bonus Law.** The City will offer density bonuses of at least 25%, or other incentives, consistent with the State Density Bonus Law (Government Code Section 65915), for project which include at least: (a) 20% of the units for lower-income households; or (b) 10% of the units for very low income households; or (c) 50% of the units for senior citizens. Target: Ongoing. Responsible Agency: Community Development Department.

H-E-3-b **Financing and Subsidy Programs.** Encourage project sponsors to apply for available federal, state and locally subsidized new affordable housing construction programs for their project by providing technical assistance on available programs and supporting data, structuring development agreements and other requirements to match program funding criteria, as appropriate and possible, and leveraging tax increment financing when possible. The City will also lobby Federal and State elected officials for housing legislation that includes appropriations for low and moderate income housing programs. Examples of programs include Mortgage Revenue Bonds, Mortgage Credit Certificates and Redevelopment Agency Tax Increment Financing. Target: Ongoing. Responsible Agency: Community Development Agency.

H-E-3-c **Cooperative Ventures.** Encourage cooperative and joint ventures between owners, developers and non-profit groups in the provision of BMR housing. Target: Ongoing. Responsible Agency: Community Development Agency.

H-E-4 **Resale Controls on Owner-Occupied BMR Units.** Require resale controls on owner-occupied BMR units to insure that affordable units provided through public assistance or public action are retained for 35 years or more as affordable housing stock.

H-E-4-a **Maintain Existing Owner-Occupied BMR Units.** Administer the agreements for the existing ownership BMR units to ensure the continued affordability of these units for the terms of their agreements. Target: Ongoing. Responsible Agency: Community Development Agency.

H-E-4-b **Replace Marina Green BMR Units.** Replace the Marina Green 17 units of moderate income housing with other moderate income units when they begin to expire in 2006. Target: 2006-2007. Responsible Agency: Community Development Agency, Community Development Department

H-E-5 **Rent and Income Restrictions on Rental BMR Units.** Require rent and income restrictions on rental BMR units to ensure that affordable units provided through public assistance or public action are retained for 35 years or more as affordable housing stock.

H-E-5-a **Maintain Existing Rental BMR Units.** Administer the agreements for the existing rental BMR units to ensure the continued affordability of these units for the terms of their agreements. Target: Ongoing. Responsible Agency: Community Development Agency.

H-E-6 **House Sharing.** Encourage and facilitate house sharing in appropriate locations where it would provide housing for low and moderate income residents and not significantly impact the neighborhood (parking, access, etc.).

H-E-6-a ***Homeshare Program.*** Continue to work with Housing Investment Project (HIP) to expand the existing outreach program for the Homeshare Program for both rental and ownership housing. Target: 15 new matches per year. Responsible Agency: Community Development Agency, Housing Investment Project.

H-E-7 **Housing for New Employees and their Families.** Given the amount of commercial and retail development expected through build-out of the City, encourage an adequate supply and variety of rental and ownership housing that meets the needs of new employees and their families.

H-E-7-a ***Ownership Housing for Employees.*** In order to improve the jobs to housing balance in large-scale commercial developments, the City will consider recommending that the developer contact private investment firms that arrange joint homeownership programs for employers and employees in order to provide affordable ownership housing for employees of firms locating in Foster City. Target: Ongoing. Responsible Agency: Community Development Department.

H-E-8 **BMR Eligibility Priorities.** In order to meet a portion of the City's local housing need, consistent with Association of Bay Area Governments (ABAG) Housing Need Determinations, and as a traffic mitigation measure, the City will, to the extent consistent with applicable policy, offer a portion of the BMR units in a project for City employees and people working in the City of Foster City.

H-E-8-a ***BMR Eligibility Guidelines.*** Implement BMR selection guidelines based on the BMR Eligibility Priorities in Policies H-E-8 and H-E-11, including CDA Resolution 216 and City Resolution 2000-123 that give priority to people who live and work in the community, teachers and local government and public safety employees. Target: Ongoing. Responsible Agency: Community Development Agency.

H-E-9 **Housing Fund.** Consider the establishment of a City Housing Fund supported by mitigation fees from commercial and industrial developers and residential developers who provide funds in-lieu of BMR units.

H-E-10 **Room Additions.** The City will continue to allow room additions to smaller homes that are compatible with the neighborhood, subject to the requirements of the Architectural and Solar Guidelines. These room additions provide affordable housing opportunities by allowing families to more economically meet their needs than by moving and purchasing a new home.

H-E-11 **Projects in the Community Development Project Area.** At least 15% of all homes constructed in the Community Development Project Area shall be below market rate (BMR), affordable to households earning less than 120% of County median household income. To the extent feasible, the BMR units shall also meet the following goals:

- a. 40% of the BMR units should be affordable to very low income households (households earning 50% or less of the median income).
- b. The remaining 60% of the BMR units should be for low or moderate income.
- c. 36% of the BMR units should be for seniors.
- d. 53% of the BMR units should be for small families (less than five persons).
- e. 11% of the BMR units should be for large families (five or more persons).

## H-F Address Special Housing Needs

**H-F-1 Equal Housing Opportunity.** The City will ensure provision of housing opportunities for all people and will take appropriate actions when necessary to ensure that the sale, rental, or financing of housing is not denied to any individual on the basis of race, sex, national origin, religion, age or other arbitrary factors.

**H-F-1-a Non-Discrimination.** *To ensure that the sale, rental, or financing of housing is not denied to any individual on the basis of race, sex, national origin, religion, age, marital status, disability, or other arbitrary factors, Foster City will ensure that state and federal laws are adhered to regarding fair housing. The City, through its Community Development Department, will refer discrimination complaints to the appropriate legal service, county, or state agency. The City will assist local non-profit organizations, as appropriate, to provide public information and education services. Target: Ongoing. Responsible Agency: Community Development Department.*

**H-F-2 Special Needs.** Encourage a mix of housing units throughout the City including those for lower income seniors, families with children, single parents, young families, victims of domestic violence, and the disabled.

**H-F-2-a Facilities and Services for Special Needs.** *Support housing that incorporates facilities and services to meet the health care, transit or social service needs of households with special needs, including seniors and persons with disabilities. Target: Ongoing. Responsible Agency: Community Development Department.*

**H-F-2-b Housing for Victims of Domestic Violence.** *Pursuant to Resolution No. 224 adopted on June 18, 2001 by the Community Development Agency, provide one affordable housing unit for victims of domestic violence. Target: Ongoing. Responsible Agency: Community Development Agency.*

**H-F-2-c Density Bonuses for Handicapped Access Features.** *The City may allow a one-for-one density bonus, up to 25% of the number of units otherwise allowed, for developers who provide actual handicapped access features and fixtures. Target: Ongoing. Responsible Agency: Community Development Department.*

**H-F-2-d Adaptable/Accessible Units for the Disabled.** *The City will ensure that new housing multi-family includes units that are accessible and adaptable for use by disabled persons in conformance with Chapter 11 of the California Building Code. Target: 2% of the units built. Responsible Agency: Community Development Department.*

**H-F-3 Housing for the Homeless.** The City of Foster City recognizes the need for and desirability of emergency shelter housing for the homeless and will allow emergency shelters in commercial, industrial and mixed use areas based on the following considerations:

- a.** The City will encourage a dispersion of facilities to avoid an over-concentration of shelters for the homeless in any given area. An over-concentration of such facilities may negatively impact the neighborhood in which they are located and interfere with the "normalization process" for clients residing in such facilities.

- b. The City of Foster City shall encourage positive relations between neighborhoods and providers of permanent or temporary emergency shelters. Providers or sponsors of emergency shelters, transitional housing programs and community care facilities shall be encouraged to establish outreach programs within their neighborhoods and, when necessary, work with the City's Dispute Resolution Committee.
- c. It is recommended that a staff person from the provider agency be designated as a contact person with the community to review questions or comments from the neighborhood. Outreach programs may also designate a member of the local neighborhood to their Board of Directors. Neighbors of emergency shelters shall be encouraged to provide a neighborly and hospitable environment for such facilities and their residents.
- d. Development standards for emergency shelters for the homeless located in Foster City shall ensure that shelters would be developed in a manner which protects the health, safety and general welfare of nearby residents and businesses, while providing for the needs of a segment of the population as required by State law. Development standards will include consideration of the following:
  1. All exterior lighting shall be sufficient to establish a sense of well-being to the pedestrian and one that is sufficient to facilitate recognition of persons at a reasonable distance. Type and placement of lighting shall also be subject to the satisfaction of the Police Department.
  2. Landscaping shall be maintained in healthy and thriving condition consistent with City standards.
  3. The shelter shall provide laundry facilities adequate for the number of residents.
  4. The shelter shall provide shower facilities adequate for the number of residents.
  5. The development shall provide a safe or locked vault for securing money and jewelry. The provider shall manage the safe or vault and maintain an accounting procedure.
  6. The development may provide one or more of the following specific common facilities for the exclusive use of the residents: (a) dining room; (b) recreation room; (c) mini-library; (d) mini-playroom.
- e. The agency or organization operating the shelter shall comply with the following rules and requirements, among others:
  1. Staff and services shall be provided to assist residents to obtain permanent shelter and income, and to refer to appropriate social service agencies and organizations as needed. The agency or organization operating the shelter must demonstrate familiarity with available community resources.
  2. All client screening shall be administered by staff at the subject location as well as at other designated locations. Initial client screening shall include an assessment of other social services or health services which may be needed by the client.

3. All clients shall be given a copy of the rules and regulations to read and agree to prior to admittance into the facility. Clients that are turned away shall be informed that street loitering is prohibited. The provider shall submit a plan with specific admission and check-out times.

*H-F-3-a    **Emergency Housing Assistance.**   Participate and allocate funds, as appropriate, for County and non-profit programs providing emergency shelter and related counseling services. Target: Annual participation, if feasible. Responsible Agency: CDA.*

*H-F-3-b    **Emergency Shelter Uses.**   The City will contribute a portion of the Housing Set Aside fund to non-profit agencies involved in providing housing for the homeless in San Mateo County. The City will also review proposals for emergency shelter uses based on the policies in the General Plan and other City development standards and requirements. Target: Ongoing. Responsible Agency: Community Development Department; Community Development Agency.*



**Summary of Foster City Housing Programs  
(1999-2006)**

Housing Program	1999-2006 Agency Responsible					
	Target	CC	PC	CDA	CD	CE
<i>H-A: Reinforce the City's Commitment to Meeting Housing Needs</i>						
H-A-1-a Annual Tracking of Housing Activity			**			Annually
H-A-1-b Construction of New Units	690 units		**	**		2004
H-A-1-c Future Housing Element Updates		**	**		**	2006
H-A-3-a Community Outreach			**			Ongoing
H-A-3-b Technical Assistance to Non-Profits			**			Ongoing
H-A-4-a Air Quality Impacts				**		Ongoing
H-A-4-b Geotechnical Studies				**		Ongoing
H-A-4-c Uniform Building Code & Title 24				**		Ongoing
H-A-4-d Site Investigation				**		Ongoing
H-A-4-e NPDES Requirements				**		Ongoing
H-A-4-f Noise Studies				**		Ongoing
H-A-4-g Traffic Evaluations				**		Ongoing
<i>H-B: Protect Existing Housing, Community Character and Resources</i>						
H-B-1-a Continue Code Enforcement				**		Ongoing
H-B-1-b Expand Code Enforcement		**		**	**	2003
H-B-2-a Rehabilitation Loans	20		**		**	2006
H-B-2-b Facilitate Rehab Assistance			**			2002
H-B-3-a Energy Conservation Assistance	5		**	**	**	2006
H-B-3-b Increased Energy Conservation				**	**	Ongoing
H-B-4-a Architectural Review		**		**		Ongoing
<i>H-C: Protect the Supply and Affordability of Rental Housing</i>						
H-C-1-a Condo Conversion Regulations		**	**		**	2002
H-C-2-a Rental Unit Monitoring				**		Annually
H-C-2-b Phased Redevelopment of Apts				**		Ongoing
H-C-3-a Moderate Rent Increases		**		**		Ongoing
H-C-4-a Rental Dispute Resolution				**	**	Ongoing
H-C-5-a Rental Housing Assistance	15	**		**		Annually
H-C-5-b City Rental Assistance Program	40			**	**	2006
<i>H-D: Consider Potential Public and Private Redevelopment Opportunities</i>						
H-D-2-a Housing Sites Study		**	**		**	2002-2004
H-D-3-a Potential Re-Use of Commercial Sites		**	**		**	As Appropriate
H-D-3-b Increase Supply of Rental Units		**	**		**	Ongoing
H-D-4-a Mixed Use Housing		**	**		**	2006
H-D-6-a Second Units	1		**		**	2006
H-D-6-b Second Unit Regulations		**	**		**	2003

**Summary of Foster City Housing Programs  
(1999-2006)**

Housing Program	1999-2006 Agency Responsible						
	Target	CC	PC	CDA	CD	CE	Other Time Frame
H-D-8-a Community Development Agency				**			Ongoing
H-D-9-a Government Constraints		**	**		**		2003
H-D-9-b Pre-Permit Review Process				**		**	Ongoing
H-D-9-c Minimum Density Requirements		**	**		**		2003
H-D-9-d Zoning Incentives		**	**		**		2003
H-D-9-e Reevaluate Parking Requirements		**	**		**		2003
H-D-9-f Development Fee Waivers		**			**		Ongoing
H-D-9-g Nonconforming Uses					**		2002
<i>H-E: Address Affordable Housing Needs</i>							
H-E-1-a New Project Development Program				**			Ongoing
H-E-1-b Existing Unit Purchase Program	3						2006
H-E-1-c First-Time Homebuyer Program				**			2002
H-E-1-d Homeowner Rehab Loan Program				**			2002
H-E-1-e Rental Assistance Program				**			2002
H-E-2-a Inclusionary Requirement		**	**		**		2002
H-E-3-a Density Bonuses for Affordable Units					**		Ongoing
H-E-3-b Financing and Subsidy Programs		**	**			**	Ongoing
H-E-3-c Cooperative Ventures				**			Ongoing
H-E-4-a Maintain Owner-Occupied BMR Units				**			Ongoing
H-E-4-b Replace Marina Green BMR Units				**	**		2006-2007
H-E-5-a Maintain Existing Rental BMR Units				**			Ongoing
H-E-6-a Homeshare Program	15			**		**	Annually
H-E-7-a Ownership Housing for Employees				**	**		Ongoing
H-E-8-a BMR Eligibility Guidelines				**			Ongoing
<i>H-F: Address Special Housing Needs</i>							
H-F-1-a Non-Discrimination				**			Ongoing
H-F-2-a Facilities/Services for Special Needs				**			Ongoing
H-F-2-b Victims of Domestic Violence				**			Ongoing
H-F-2-c Density Bonuses for Handicapped				**			Ongoing
H-F-2-d Adaptable/Accessible Units				**			Ongoing
H-F-3-a Emergency Housing Assistance		**	**				Annual
H-F-3-b Emergency Shelter Uses		**	**	**			Ongoing



# Park, Open Space and Conservation Introduction

## Purpose

This Element of the General Plan addresses the preservation of parks and open space, and the conservation of natural resources in Foster City. Since the park lands in Foster City make up much of the City's open space resources, the Parks section is separate from the Open Space section. Therefore this document is divided into three separate sections as follows: Parks, Open Space and Conservation. The other Elements of the General Plan concern land use, housing, circulation, noise and safety.

Foster City is situated along the southwestern coast of San Francisco Bay, east of San Mateo. The city is midway between San Francisco and San Jose, and ten minutes from San Francisco International Airport. Tidal marshes along the bay and rolling hills to the west characterize the region.

As described in the Land Use Element, the City is a master planned community first developed in the early 1960's. Each residential neighborhood originally had its own school, shopping center and park. Almost all Foster City residents have a park within walking distance of their home.

## State Law Requirements

The legal authority and requirements for Foster City to prepare the General Plan derive from state law



## THE VISION OF FOSTER CITY AS PRESENTED IN THE PARKS, OPEN SPACE AND CONSERVATION ELEMENT

The Park, Open Space and Conservation Element of the Foster City General Plan has three primary concerns:

■ *Preserve and Improve the Quality of Life within Existing Neighborhoods.*

Maintain and improve existing resources, parks and open space for the day-to-day and long-term enjoyment of Foster City residents.

■ *Assure the Proper Development of Undeveloped Property.*

Maintain adequate standards, integrate environmental, parks and open space considerations as the City approaches build-out, and evaluate the impacts and appropriateness of new development with environmental conditions and needs of the City.

■ *Assure that Redevelopment of Developed or Underutilized Property Occurs in an Appropriate Manner.*

Establish mitigation measures for any changes in land use as are reasonably necessary to assure the protection of environmental resources, parks and open space.

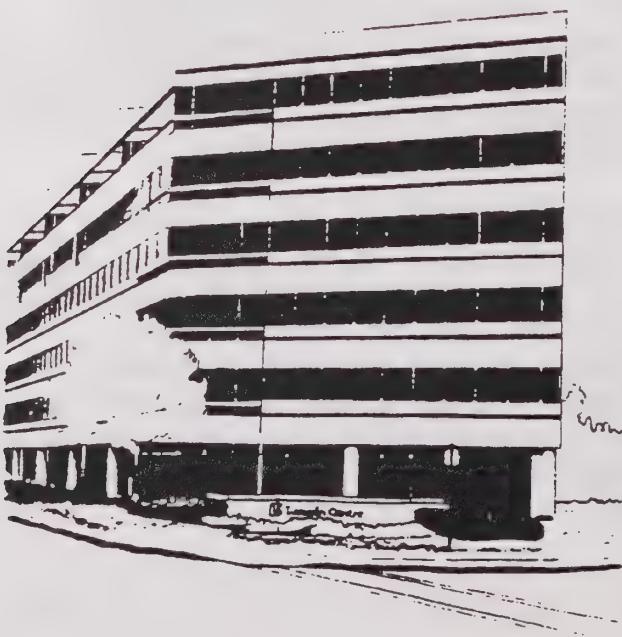
(California Government Code, Section 65300 et. seq.). This document combines two of the seven elements required in a General Plan: open space and conservation. The Open Space Element establishes programs to maintain, expand and improve Foster City's open space and recreation areas. The Conservation Element institutes programs to conserve natural resources such as the lagoon and canal system. The state requisites with regard to parks are listed in subsection 1.(3) of the Open Space Element requirements.

### Open Space Requirements

An Open Space Element has been required as part of local General Plans since 1970. In enacting this requirement, it was the intent of the State Legislature to assure that cities and counties recognize that open space land is a limited and valuable resource and to assure that every city and county will prepare and carry out an open space plan.

Sections 65560 and 65561 of the Government Code specify the contents of an Open Space Element. Section 65561 establishes State policy with regard to open space as summarized in items (1) through (5) below:

- (1) That the preservation of open-space land is necessary not only for the maintenance of the economy of the state, but also for the assurance of the continued availability of land for the production of food and fiber, for the enjoyment of scenic beauty, for recreation and for the use of natural resources.
- (2) That discouraging premature and unnecessary conversion of open-space land to urban uses is a matter of public interest and will be of benefit to urban dwellers because it will discourage non-contiguous development patterns which unnecessarily increase the costs of community services to community residents.
- (3) That the anticipated increase in the population of the state demands that cities, counties, and the state at the earliest possible date make definite plans for the preservation of valuable open-space land and take positive action to carry out such plans by the adoption and strict administration of laws, ordinances, rules and regulations as authorized by this chapter or by other appropriate methods.
- (4) That in order to assure that the interests of all its people are met in the orderly growth and development of the state and the preservation



#### STATE LAW REQUIREMENTS FOR OPEN SPACE ELEMENTS

Section 65560 of the Government Code defines open space as any parcel or area of land or water which is essentially unimproved and devoted to an open space use as defined in this section, and which is designated on a local, regional or state open-space plan as any of the following:

- (1) Open space for the preservation of natural resources including, but not limited to, areas required for the preservation of plant and animal life, including habitat for fish and wildlife species; areas required for ecologic and other scientific study purposes; rivers, streams, bays and estuaries; and coastal beaches, lakeshores, banks of rivers and streams, and watershed lands.
- (2) Open space lands used for the managed production of resources, including but not limited to, forest lands, rangeland, agricultural lands and areas of economic importance for the production of food or fiber; areas required for recharge of ground water basins; bays, estuaries, marshes, rivers and streams which are important for the management of commercial fisheries; and areas containing major mineral deposits, including those in short supply.
- (3) Open space for outdoor recreation, including but not limited to, areas of outstanding scenic, historic and cultural value; areas particularly suited for park and recreation purposes, including access to lakeshores, beaches, and rivers and streams; and areas which serve as links between major recreation and open-space reservations, including utility easements, banks of rivers and streams, trails, and scenic highway corridors.
- (4) Open space for public health and safety, including but not limited to, areas which require special management or regulation because of hazardous or special conditions such as earthquake fault zones, unstable soil areas, flood plains, watersheds, areas presenting high fire risks, areas required for the protection of water quality and water reservoirs and areas required for the protection and enhancement of air quality.

and conservation of its resources, it is necessary to provide for the development by the state, regional agencies, counties and cities, including charter cities, of statewide coordinated plans for the conservation and preservation of open-space lands.

(5) That for these reasons this article is necessary for the promotion of the general welfare and for the protection of the public interest in open-space land.

### *Conservation Element Requirements*

A Conservation Element has been required as part of local general plans since 1970. The Conservation Element overlaps those categories of the Open Space Element that deal with "open space for the preservation of natural resources" and "open space for the managed production of resources". Conservation should prevent the wasteful destruction and neglect of Foster City's natural resources, particularly scarce resources. This philosophy is consistent with the intent of the California Environment Quality Act (CEQA) and National Environmental Protection Act (NEPA).

### **Clarification of Terminology**

The difference between parks and open space is that parks generally have landscaping improvements such as grass and trees, and recreational equipment such as play apparatuses, basketball courts and/or sports fields. Open space lands are likely to be unimproved and vacant of structures of any kind.

The advantage of unimproved open space lands is the historical view such lands offer of the original condition of the area before any development occurred. The value of open space lands increases when the property is located adjacent to a scenic resource, such as a lake or stream, because these resources attract people to the site.

The difference between open space and conservation areas is that open space lands might be preserved for recreational or scenic purposes, while conservation areas might be preserved solely because of the presence of a specific resource within the area, not necessarily the land itself. In some cases open space lands could also be conservation areas but the emphasis is on different aspects of the land. For example, open space land may be preserved for its waterfront scenic qualities while a conservation area may be so designated because of the presence of an endangered animal or plant species found near the waterfront.

### **STATE LAW REQUIREMENTS FOR CONSERVATION ELEMENTS**

**Section 65302(d) of the Government Code specifies the contents of a Conservation Element:**

A conservation element shall address the conservation, development, and utilization of natural resources including water and its hydraulic force, forests, soils, rivers and other waters, harbors, fisheries, wildlife, minerals, and other natural resources. That portion of the conservation element including waters shall be developed in coordination with any countywide water agency and with all district and city agencies which have developed, served, controlled or conserved water for any purpose for the county or city for which the plan is prepared. The conservation element may also cover:

- (1) The reclamation of land and waters.
- (2) Prevention and control of the pollution of streams and other waters.
- (3) Regulation of the use of land in stream channels and other areas required for the accomplishment of the conservation plan.
- (4) Prevention, control and correction of the erosion of soils, beaches, and shores.
- (5) Protection of watersheds.
- (6) The location, quantity and quality of the rock, sand and gravel resources.
- (7) Flood control

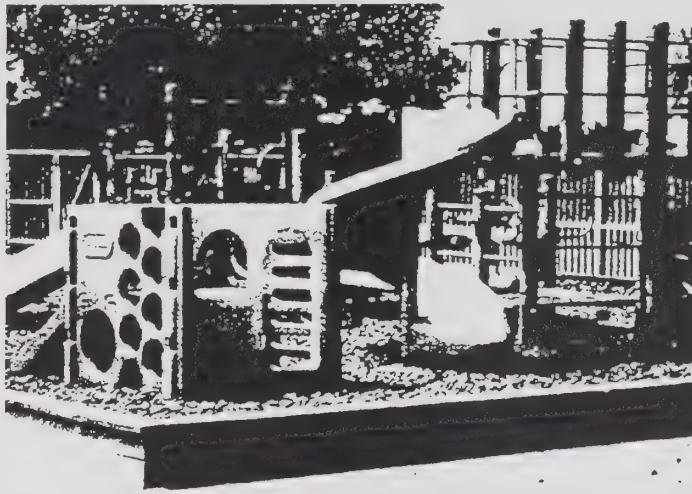
**Park:** An improved, primarily unobstructed area with landscaping and recreational equipment such as play apparatuses and/or basketball courts. In some cases this definition includes property with recreation buildings or structures. The purpose of parks is to provide opportunities for outdoor recreation and physical exercise near to residential and employment areas.

**Open Space:** An open area which is vacant of any structures and is primarily maintained in its natural condition. In some cases this definition includes pathways and landscaping, improvements which are maintained. The provision of open space is

intended to offer residents and visitors opportunities for quiet introspection in a location that provides visual relief from buildings, concrete and noise associated with urban life.

**Conservation:** The preservation and maintenance of a resource for the enjoyment of future generations such as water, air and energy systems.

The preservation of these resources is concerned with the quality and quantity of the resource. Conservation areas sustain a rare species and/or natural resource that cannot be restored or replaced. The purpose of conservation areas is to provide a protected location where the properties of a natural resource may be observed and enjoyed without risk of endangering the resource.



### TYPES OF PARKS

**Passive Park:** The purpose of passive parks is to provide an area for picnics, reading and/or use of limited playground equipment. The park encourages quiet recreation for all ages and generally is not large enough for organized sports.

**Active Park:** The purpose of active parks is to provide sports fields for active play and/or team sports such as soccer, baseball or football. The park encourages active recreation or team sports for all ages and is not intended for passive use or for small children to play on playground equipment.

# Parks Background

## Existing Resources

The Parks Section of the Parks, Open Space and Conservation Element concerns the park and recreation facilities in the City administered by the Parks and Recreation Department.

### Existing Parks

The City of Foster City has twenty-one (21) parks within the four square miles comprising the city's boundaries (see Map GP-11). The parks range in size from 0.2 acre to 26 acres for a total of approximately 105 acres of park land. The table to the right compares this total to total park acreages in other cities with a comparable population.

Existing parks and recreation facilities are shown on the following two pages by name, location, neighborhood, size, type and facilities. As indicated, some parks serve mainly the surrounding neighborhood while others serve the entire city or region. The Facilities Key included in the table specifies which amenities are found in each park.

### Park Land Acquisition and Standards

Section 66477 of the Government Code (the Quimby Act) authorizes jurisdictions to establish ordinances requiring residential subdivision developers to provide land or in-lieu fees for park and recreation purposes. Such land or fees may only be used for public recreation lands; the Quimby Act does not apply to the provision of private recreational land.

The recommended standard is 3 acres per one thousand population, which is used to establish the park in-lieu fee from developments that do not provide on-site open space. In jurisdictions where the amount of existing neighborhood and community park land exceeds three acres per 1,000 population, the legislative body may adopt a higher standard not to exceed 5 acres/1000 persons.

Foster City uses the 5 acre/1000 persons standard. City amenities include both land and water for a total of 105 acres of parks and 212 acres of recreational waterways. Using the estimated 1990 Census population for Foster City (28,176), the City has an average of 11.25 acres of park and recreation facilities per one thousand Foster City

### Comparison of 1990 Population and Park Acreage

City	Population	Acreage
Foster City	29,750	105
Menlo Park	27,000	54
Pacifica	36,000	80
San Carlos	27,000	43
Campbell	35,000	86
Belmont	26,500	64
Millbrae	21,000	66
Gilroy	30,000	61
Saratoga	17,000	34

Note: The acreage figure for Foster City does not include the recreational waterways (204 acres) or satellite facilities (35 acres).

Source: Foster City Parks and Recreation Department, and the cities listed above.

## Existing Park and Recreation Facilities

(See Greenbelts/Slot Parks and Satellite Facilities on Following Page)

Resource	Location	Neighborhood	Acreage	Type	Facilities
<b>Major Parks</b>					
Leo J. Ryan Memorial Park	East Hillsdale & Foster City Boulevard	1	21.1	A,C	1,2,3,6,7,8,9,13,16,17,18
Boat Park	Bounty Drive & Foster City Blvd.	1	2.7	A,C	1,2,3,4,6
Erckenbrack Pk.	Niantic Drive	1	2.5	A,N	2,5,6,15
Gull Park	Gull Ave. between Mallard & Plover	2	3.1	A,C	5,6,13,15
Marlin Park	Across the street from Pompano Circle	3	2.2	A,N	5,6,13,15
Catamaran Park	Catamaran St. & Shell Blvd.	5	5.7	A,N	5,6,8,9,11,15,18
Farragut Park	Farragut & Beach Park Blvd.	6	4.9	A,N	6,15
Sea Cloud Park	Pitcairn & Sea Cloud Way	7	26.0	A,C	2,4,6,10,11,12,13
Port Royal Park	South end of Port Royal Av.	8	4.0	A,N	2,4,6,11,15
Boothbay Park	Edgewater Boulevard & Boothbay Avenue	8	11.3	A,C	2,4,6,8,9,10,11,14,15
Edgewater Park	Edgewater Blvd. & Regulus	9	8.6	A,C	6,8,9,10,15
<b>Total Acres</b>			<b>92.1</b>		
<i>Green Areas/Slot Parks</i>					
Turnstone Park	Between Turnstone Court & Loon Court	2	1.4	A,N	6,8,15
<i>(Continued on next page)</i>					
<b>Facilities Key:</b>					
1. Boat launching facilities	8. Basketball Court	15. Tot Lot/Play Apparatus	<b>Park Type Key:</b>		
2. Parking	9. Tennis Court	16. Outdoor Amphitheater	A = Active		
3. Boardwalk	10. Baseball Diamond	17. Par Course	C = Community		
4. Picnic Tables	11. Soccer Field	18. Volleyball Court	P = Passive		
5. Beach	12. Football Field	19. Meeting Room	N = Neighborhood		
6. Lawn Area	13. Restrooms	20. Auditorium			
7. Multipurpose Court	14. Barbecues				
Source: Foster City Parks and Recreation Department					

Resource	Location	Neighborhood	Acreage	Type	Facilities
Killdeer Park	Between Killdeer & Still Cts.	2	2.4	P,N	6,7
Shad Park	Between Shad Court & Bluefish Court	3	1.8	A,N	6,8,15
Pompano Circle	Pompano Circle	3	1.5	P,N	6
Sunfish Park	Between Mullet & Sunfish	3	2.4	A,N	6,8,15
Ketch Park	Between Schooner Street & Catamaran Street	4	1.6	A,N	6,8,15
Baffin green area	Baffin Street	7	0.2	P,N	6
Gateshead Park	Baffin St., midway between Pitcairn & Edgewater Blvd.	7	0.7	P,N	4,6
Leo Park	Leo Drive	9	0.2	P,N	6
Arcturus Park	Arcturus Circle	9	0.75	A,N	2,6,15
<b>Total acres for Green Areas/Slot Parks</b>			<b>12.95</b>		
<b>Total acres for Major Parks and Green Areas/Slot Parks</b>			<b>105.05</b>		
<i>Walkways and Pedways</i>					
Walkways	Constitution Drive & Pilgrim Drive	1	3.0	A,N	4,6,15
Levee Pedway	Periphery of City	varies	43.3	A,C	(7 linear miles)
Sandy Hook green area	Sandy Hook Court	8	0.1	P,N	6
<b>Total acres for Walkways and Pedways</b>			<b>46.4</b>		
<i>Satellite Facilities</i>					
Audubon School	Crane Avenue & Swan Street	2	8.0	A,C	2,6,13,15,19
Kids Connection	E. Hillsdale Blvd. & Gull Avenue	2	0.5	A,C	2,13,15,19
Bowditch	Beach Park Blvd.	3	10.5	A,C	2,6,13,15,19
Middle School	& Sword Fish St.				
Foster City School	Edgewater Blvd. & Beach Park Blvd.	9	9.0	A,C	2,6,13,15,19
Old Foster City School/ Polynesia campus	Polynesia Drive & Niantic Drive	1	7.3	A,C	2,6,7,8,10,13,19,20
<i>Waterways</i>					
Lagoon	Interior of City	varies	212.0	A,C	n/a
<b>Total acres for Satellite Facilities and Waterways</b>			<b>247.3</b>		
<b>Total Acreage for Recreation</b>			<b>398.75</b>		

residents. The National Recreation and Park Association recommends six to ten acres of developed open space per one thousand population. This standard is suggested as a guideline for local communities in their 1983 publication entitled *Recreation, Park and Open Space Standards and Guidelines*.

The preceding tables also include Foster City's main indoor recreation facilities: The Community Recreation Center and the Former Foster City School/Polynesia campus. These facilities are used primarily as meeting rooms for recreation classes and community groups.

A list indicating the number of facilities by type of Foster City's recreational facilities and equipment is shown in the adjacent table. This list only includes public facilities; some housing developments have their own facilities for project residents.

Comparison with the number of recreation facilities in other cities is another effective way for evaluating the adequacy of Foster City facilities. The table below demonstrates that Foster City has more tennis courts than any of the other cities surveyed, more basketball courts than most cities and is the only city that has neither a gym or a pool.

#### Foster City Park Facilities

Facility Type	Number
<i>Active Recreation</i>	
Sports Fields	11
Basketball Courts	10
Tennis Courts	16
Volleyball Courts	2
Swimming Beaches	4
<i>Passive Recreation Equipment</i>	
Playgrounds/Tot Lots	14
Waterfront Parks	7
<i>Indoor Facilities</i>	
Recreation Buildings	2
Meeting Rooms	12

Source: Foster City Parks and Recreation Department

The National Recreation and Park Association has established standards for the number of park facilities per thousand population. Those that relate to Foster City are shown in the table on the next page. The conclusion of this analysis is that overall, Foster City compares favorably with national standards and comparably sized cities in the San

#### Comparison of Number of City Recreational Facilities in 1991 Among Cities with a Comparable Population Size

City	Tennis Courts	Basketball Courts	Gyms	Pools	Softball Fields	Youth Fields	Park Acres	Meeting Rooms
Foster City	16	10	0	0	1	10	105	12
Menlo Park	15	8	2	2	2	6	54	10
Pacifica	14	14	1	2	2	12	80	25
San Carlos	12	8	0	1	1	3	43	12
Campbell	10	16	1	1	2	9	86	15
Belmont	5	2	1	1	1	3	64	10
Millbrae	4	4	2	1	2	8	66	10
Gilroy	4	8	2	2	2	6	61	12
Saratoga	2	10	1	1	1	6	34	8

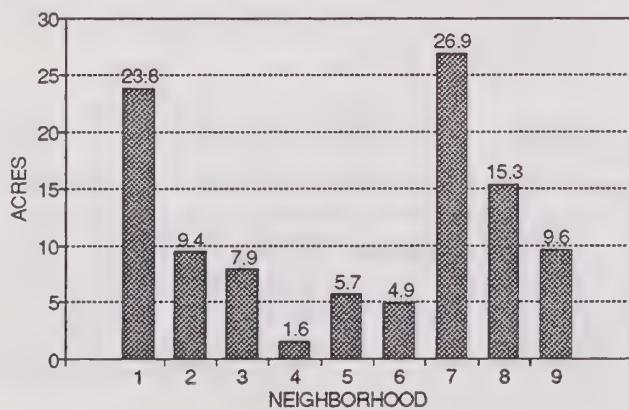
Note: Of the eight cities surveyed, the City of Campbell and the City of Menlo Park have the only municipal pool/gym facilities which the city manages; all other cities surveyed have a joint use agreement with the school district.

Source: Foster City Parks and Recreation Department, and the cities listed above

## Standards for Recreation Facilities

Activity Facility	National Recreation and Park Association Recommended Number of Units per Population	Foster City Facilities	Service Radius
Basketball Court	1 per 5,000	(10) w/1 per 2,818	1/4 - 1/2 Mile
Tennis Courts	1 per 2,000	(16) w/1 per 1,761	1/4 - 1/2 Mile
Volleyball Courts	1 per 5,000	(2) w/1 per 14,088	1/4 - 1/2 Mile
Baseball Fields Official and Little League	1 per 5,000	(8) w/1 per 3,522	1/4 - 1/2 Mile
Football Fields	1 per 20,000	(1) w/1 per 28,176	15 to 30 Minutes Travel Time
Soccer Fields	1 per 10,000	(6) Fields Regular (1 per 4,696) Practice (1 per 4,025)	1/4 - 1/2 Mile
Lighted Softball Fields	1 per 30,000	(1) w/1 per 28, 176	1/4 - 1/2 Mile
Trails	1 system per region	(1) - (7+ mile Pedway)	
Swimming Pools	1 per 20,000	(0)	15 to 30 Minutes Travel Time

PARKS ACREAGE BY NEIGHBORHOOD  
CITY OF FOSTER CITY



Source: Foster City Parks and Recreation Department, 1992

Francisco Bay Area. The graph to the left indicates the distribution of park acreage by neighborhood.

#### Recreation Programs

In addition to parks and recreation facilities, Foster City has an extensive recreation program that includes many seasonal outdoor activities. New programs are offered quarterly and have doubled in number within the last few years. The table on the next page demonstrates the increase in the number of recreation programs offered between fiscal year 1987/88 to 1991/92.

## Recreational Program Use

Year	Tot/Youth Classes	Teen/Adult Classes	Number of Participants
1987/88	94	182	5,231
1988/89	137	249	6,545
1989/90	166	299	7,574
1990/91	189	300	5,357
1991/92	220	318	7,408

Source: Foster City Parks and Recreation Department

Some recreation programs are geared toward certain age groups. Separate crafts classes are offered to tots, youths, teens and adults. The 55+ Club is a group of senior men and women who gather weekly to socialize and recreate at the City Council Chambers. The club also sponsors full day or longer shopping or recreational excursions.

The most popular and consistently offered programs are preschool, tot crafts, youth and teen dances, art, adult fitness, sports, special workshops, and holiday special events. Expansion is expected in the following programs: after school, preschool, day camps, school lunchtime, adult fitness, dance, theater arts and concert-in-the-park programs.

*Walkway, Pedway and Bicycle Facilities*

In addition to parks, recreation facilities and recreation programs, Foster City has several other recreational amenities. These include "passive", landscaped walkways, and the pedway/bikepath.

Walkways are connector paths between a street and a park, school or other street. Some pedestrian walkways are completely paved and others have landscaping on either side of the path and one or more benches. Two of the walkways shown above are particularly long and wide (Pilgrim and Constitution). These walkways also have play areas for tots in addition to benches and pathway lighting.

The pedway is another unique recreational amenity found in Foster City. The pedway consists of a concrete pathway constructed atop a levee that runs approximately seven (7) miles, encircling almost the entire city and providing public access to the San Francisco Bay, Belmont Slough and Marina Lagoon.

## Indoor Recreational Programs

Indoor Program	Enrollment Per Session
Jazzercise	300
Country Western	125
Ballroom Dance	100
Physical Fitness to Music	60
Mariners/Skippers (Preschool)	40
Jazz Dance	30
Pre-Karate	25
Tiny Tot Skating	20
Ceramics (Adult)	20
Thistle Down Express (Preschool Music Enrichment)	15
Guitar	15
Ceramics (Children)	10

Source: Foster City Parks and Recreation Department

Most of the pedway is raised above street level and is separated from streets or developed areas with landscaping. The paved pathway has viewpoints with benches for viewing of the waterfront. The pedway can be used for running, walking and biking around the city.

*The Bay Trail: Planning for a Recreational Ring Around San Francisco Bay* (dated July 1989), which was prepared by the Association of Bay Area Governments (ABAG), includes the pedway as part of the regional trail designated around the Bay. The Bay Trail Plan consists of two components: A proposed alignment for the Bay Trail and policies to guide the selection of a trail route and implementation of the trail system. The trail system includes spine trails that encircle the Bay, spur trails that lead to points of interest, and connector trails that link the trail with recreational, residential and commercial land uses.

The goal of the Plan is to provide a continuous trail around the Bay which requires the development of a pathway in some areas (not including Foster City). The Plan designates the Foster City pedway as an existing pathway (along the waterfront) and a connector trail (north/south route through the interior of the City). The pedway qualifies as a Class 1 pathway for bicycles and pedestrians in the Plan because the pedway is completely separated from motor vehicles.

### Foster City Pedestrian Walkways

Pilgrim - Walkway bisected by Pilgrim Drive which runs in an east-west direction between Harvester and Balclutha Drives.

Constitution - Walkway bisected by Constitution and Chrysopolis Drives which runs in a north-south direction between Polynesia and Comet Drives.

Erckenbrack - Walkway connecting former Foster City School with Erckenbrack Park, bisected by Niantic Drive.

Lurline - Walkway connecting Boat Park to Lurline Drive.

Ketch - Four walkways connecting Ketch Park to surrounding streets.

Farragut - Three walkways connecting Farragut Park to surrounding streets.

Arcturus - Walkway connecting Vega Circle to Arcturus Park.

Tampa - Walkway connecting Tampa Circle to Winchester Court.

Chesapeake - Walkway connecting Chesapeake Avenue to Port Royal Avenue, commencing at the intersection of Bodega Street and Chesapeake Avenue.

Port Royal - Five walkways connecting Port Royal Avenue with the pedway along the Marina Lagoon. Pathways can be found at the following intersections with Port Royal: Cumberland Court, Jamaica Street, Winchester Court, and north and south of Boothbay Avenue.

The Foster City Bikeway System Report presents information on bikeway systems and recommends improvements for implementation in Foster City. The Planning Commission adopted the Report on November 1, 1990 and the City Council adopted it on January 7, 1991.

The bikeway system will consist of a combination of bike paths, bike lanes and bike routes. Bike lanes will be utilized wherever existing roadway widths and traffic configurations allow, as long as the lengths and locations of the lanes make them safer than continued bike routes would be. Implementation of the system involves five new bike paths, new bike lanes, new bike routes and upgrading of existing bike paths in two areas. The Bikeway System Report is included in the Parks Section Technical Appendix. A map is provided in the Report which demonstrates the bikeway system and proposed improvements.

### Use of Parks and Programs

The purpose of this section is to examine the geographical area served by each park, the use of the parks by residents and the use of recreation programs by different age groups.

#### Geographical Area Served by Parks

The Park and Recreation Department uses a standard of 1/4 mile as the typical distance a resident would walk to the nearest park. In *Planning and Development Criteria* by De Chiara and Koppelman (1969), a graphic reference of current urban design standards, the suggested radius is 0.5 mile for the area served by a park. For Foster City the 1/4 mile radius is more appropriate because it reflects Foster City's heritage as a planned community. (See Map GP-12).

Map GP-11 identifies City parks. The map does not differentiate between "active" and "passive" parks; residents who live closest to an "active, community" park were assumed to use that park for "passive, neighborhood" uses like walking, reading or "picnicking". The map illustrates that almost all Foster City residents have a park or a private recreation facility within walking distance of their residence. People not within walking distance of a park are within walking distance of the waterfront. Public access is provided to the waterfront within private developments in some areas and the city's pedway provides access to the waterfront along the periphery of the city.

#### *Daily and Seasonal Use of Facilities*

Understanding use patterns of parks and recreation facilities provides an indication of which facilities may need improvement or expansion. This section includes daily and seasonal use of outdoor facilities for team sports or free use of courts and fields, and indoor facilities for recreation programs.

The Parks and Recreation Department has determined which recreation programs are most popular by program evaluations, enrollment statistics and public requests. The Department offers these programs year round. Enrollment figures approximate the portion of the city

#### **Outdoor Seasonal Use**

<i>Outdoor Activity</i>	<i>Use Period</i>
<i>Team Sports</i>	
Soccer	August - January
Baseball/Softball	March - October
Football	July - December
Volleyball	Classes each session
Tennis	Classes each session
Swimming (supervised)	Summer
<i>Free Use of Fields/Courts</i>	
Soccer	The use period for all unsponsored activities is dependent on weather and light conditions, and whether the facility is already in use.
Basketball	
Picniking	
Football	
Volleyball	
Tennis	
Swimming (Lagoon)	
Tot Lots/Playgrounds	
Baseball/Softball	

Source: Foster City Parks and Recreation Department

population served each season by recreation programs.

#### *Use of Facilities by Age Groups*

Recreational programs can best serve the needs of the population by offering programs geared to certain age groups. For example, a population with a significant number of people 65 years or older may have programs designed specifically for seniors, under the assumption that people would enjoy meeting and associating with their peers in a recreation setting. The table below shows the recreation programs offered for various age groups.

#### **Age Groups Served by Recreational Programs**

<i>Age Group</i>	<i>Programs</i>
All Age Groups	Crafts Sports (various)
Tots (Less than 6)	Preschool Music
Youths (6-12)	Dance
Youths (12-18)	Dance
Adults (18-55)	Dance Fitness Special Interest Classes
Seniors (55+)	Same as Adults 55+ Club

Source: Foster City Parks and Recreation Department

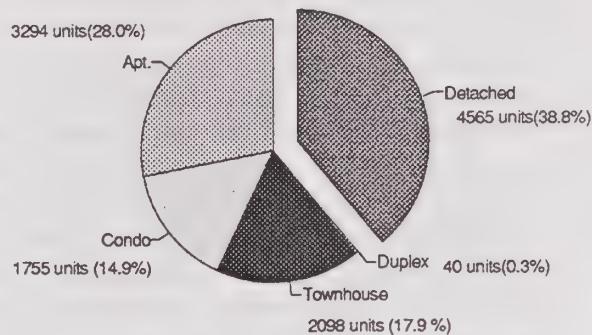
#### **Needs Determination**

In order to provide for future recreation and park needs, it is necessary to examine the demographics in a community. The demographic statistics considered in this section include: (1) type of housing; (2) projected city population (total); and (3) age distribution.

#### *Relevant Demographic Criteria*

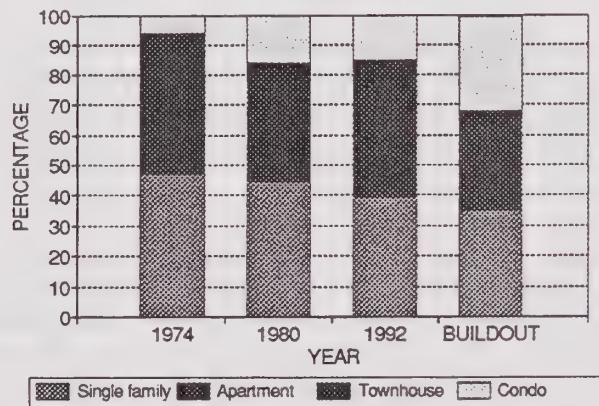
Apartment, condominium and townhouse residents generally have less private recreation space than residents of a single family dwelling, and therefore may be more likely to use public parks for their

## HOUSING UNIT COMPOSITION AS OF JANUARY 1992



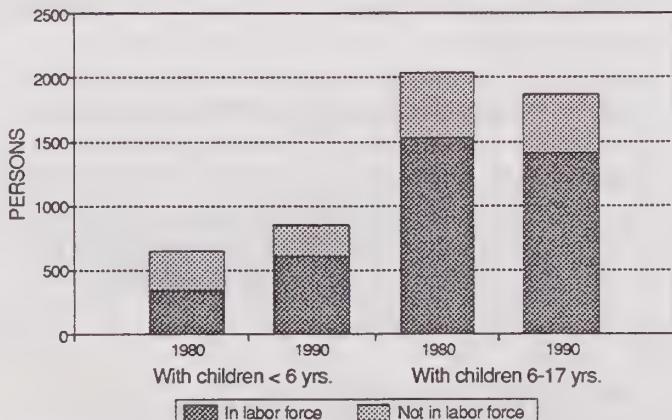
Source: Community Development Department

## HOUSING MIX 1974-BUILDOUT



Source : Community Development Department

## LABOR FORCE STATUS OF WOMEN 16+ BY AGE OF CHILDREN - 1980 & 1990



Source: 1980 Census and 1990 Census

recreation needs. However some apartment and condominium projects provide recreational facilities for resident use only. These facilities range from swimming pools and recreation centers to small, open areas with grass and benches. The figure below indicates the current distribution of single and multiple family housing in Foster City and is based on a total of 11,752 existing housing units in the city. The graph to the left projects a total of 13,170 units at build out.

Since very little vacant land remains in the City that would be appropriate for single family development, the majority of the expected growth in housing units will be multiple family dwellings. The City's policy is for all future multi-family development to provide a significant amount of on-site open space/recreation facilities, or provide both park-in-lieu fees and on-site facilities. In this manner, no significant impact from the new residents is expected on the public park system.

The national and state standards for park land per 1000 population offer reasonable guidance for the purposes of anticipating the effect of an increase in population on total park acreage.

Assuming Foster City continues to have a total of 105 acres of parkland and 212 acres of waterways, and the Foster City population reaches a high of 31,470 residents, Foster City would still exceed the minimum standard recommended in Section 66477 of the Government Code (3 acres/1000 population) with 10.07 acres of park and recreation facilities per 1,000 persons.

Although the total population in the City increased from 23,287 in 1980 to 28,176 in 1990 the number of people less than 20 years old decreased. Within the age groups under 20, the age distribution has become more even since 1980, when there were more

teenagers than children under 10 years old. The decrease in the proportion of children and teenagers in the community may result in fewer recreation programs and classes geared to this age group in the 1990's, in favor of programs and classes provided for adults.

The adult population continues to be the largest group and has grown significantly since 1980. The City could expect a resulting increase in demand for adult recreation programs, adult sport teams and requests for membership in the 55+ Club.

The figure on the previous page indicates that women with children aged 6-17 are more likely to work in 1990 than in 1980. Assuming this trend continues in the 1990's and beyond, the demand for child care and after-school programs should be expected to increase.

#### *Recreation Program Needs*

The Parks and Recreation Department uses two indicators to determine whether or not demand has increased for recreation programs: waiting lists and telephone inquiries. The programs listed below are identified as needs in the Parks and Recreation Master Plan and have waiting lists and multiple inquiries about them:

**Preschool program:** This program is 100% full every session. In 1991 the class for 3 year olds had a 20 person waiting list, the class for 4 year olds has an eight person waiting list and the Department is still receiving inquiries about the programs. The Recreation Department has expanded the preschool program as much as possible while still accommodating other programs.

**After-school programs:** Although the after-school programs currently do not have a waiting list, the Recreation Department is prepared to offer additional youth activities in the 2:30 PM to 6:30 PM time slot. This would respond to the needs of working parents with children 6-17. The Recreation Department currently relies on the YMCA after-school programs to meet existing demand in Foster City.

**Indoor sports:** Foster City does not have a multi-purpose facility that can be used for indoor sports such as volleyball. Volleyball classes consistently have a waiting list; the beginning class for Winter

1991 has a 22 person waiting list. Such requests are expected to continue with the large adult population in Foster City. The Parks and Recreation Department has two volleyball courts in existing parks and a joint agreement with Serra High School to use their indoor courts.

**Community meeting space:** Community meeting space becomes more difficult to provide as recreation programs are expanded. The current facilities can handle two to three community meetings nightly in combination with existing recreation programs. The Department's plan for recreation programming expansion will limit the availability of community rental space at the Community Recreation Center and Former Foster City School/Polynesia campus. The multipurpose gym/recreation center, currently under discussion, has the potential to accommodate additional meeting rooms for recreation programs and/or community meetings.

**Tennis play/tournaments:** The Winter 1991 waiting list had one person and the Fall 1990 waiting list had six people (winter is typically a slower time for tennis). The City has no plans for additional tennis courts.

**Adult sports:** Foster City has only one lighted softball facility which is not adequate for the projected population of 31,470. The adult softball program has 84 men and women's teams and 1260 participants yearly from April through October of each year. Foster City can accommodate 42 teams per program session and the Department turns away an average of 4 teams per session. If Phase II of Sea Cloud Park is constructed, the plans include two baseball fields and one softball field, which the Department recommends all be lighted for evening sports.

**Swim Program:** The Department is currently working with the School District to use their high school pools for a swim program. The summer 1992 program offered swimming lessons to local youths. If the multipurpose gym/recreation center includes a pool, such a program could be accommodated there.

#### *Large Scale Facility Needs*

The Parks and Recreation Department has identified five potentially needed improvements for

## Projected Compliance with Standards for Park &amp; Outdoor Facility Areas

Type	Standard	Existing Facilities (1990)	Deficiency	Proposed Improvements
Parkland	5 acres per 1000 population or 170 acres (Section 66477 of the Government Code)	10.68/1,000 population or 363 acres	5.68/1,000 population	N/A
Parkland	6-10 acres per 1000 population of 272 acres based on 8 acres 1000 population (National Recreation and Park Association)	10.68/1,000 population or 353 acres	2.68/1,000 population	N/A
Basketball Courts		10	+3.2	N/A
Tennis Courts	1:2000 or 17	16	-1.0	The City is negotiating four courts at Bowditch Middle School with the School District. The project is on hold pending financial commitment from the School District.
Volleyball Courts	1:5000 or 6.8	2	-4.8	A Volleyball Court is planned for FY 91/92 and the City is involved in a lease agreement with Serra High School for the use of school courts.
Baseball Fields	1:5000 or 6.8	8	+1.2	N/A
Lighted Softball	1:30000 or 1.13	1	-0.13	Phase II of Sea Cloud Park may include a lighted baseball field. The timeline for Phase II is projected in the "long term" category.
Football Fields	1:20000 or 1.7	1	-0.7	Phase II of Sea Cloud Park may include a football field. The timeline for Phase II is projected in the "long term" category.
Soccer Fields	1:10000 or 3.4	6	+2.6	N/A
Swimming Pools	1:20000 or 1.7	6	-1.7	If a multipurpose gym/recreation center is determined necessary and financing is available, a swimming pool could be included in the center.
Trails	1 per region	1	N/A	N/A

the delivery of recreational services. These are listed below and in the table which is attached at the end of this background section. Four of these five improvements involve expansion of existing facilities.

All of the proposed items below are listed in the *Parks and Recreation Master Plan* as recommended capital improvement projects. The

*Parks and Recreation Master Plan* is attached to this document as a technical appendix and is intended to be the "operational park plan" to implement the Parks Section of the Parks, Open Space and Conservation Element of the Foster City General Plan.

**Community picnic area/Boothbay Park.** The purpose of this project is to provide a large, central

barbeque with surrounding picnic tables to accommodate a large group. The project would also include the addition of landscaping and a pathway.

**Sports facilities/Phase II Sea Cloud Park.** The purpose of this project is to provide any needed facilities based on a number of factors including the number of unfulfilled requests for team sports and population growth. If permits to construct Phase II of Sea Cloud Park are obtained and implemented, it would include two baseball fields, one softball field and one football field. The football field would have a running track around it.

**Former Foster City School/Polynesia Campus.** According to the December 16, 1991 agreement between the City of Foster City and the San Mateo-Foster City School District, the School District will construct a gymnasium on two of the three elementary school campuses (Foster City School, Audubon School and Bowditch School). If Foster City School is selected as a site for a gymnasium, the School District may modify the existing facilities in order to comply with the agreement. Site selection and design will entail a joint effort of the City and the School District. Facilities usage and maintenance will also be shared. The Land Use Element Background section of the General Plan includes additional information on the agreement.

**Expansion and remodeling/Community Recreation Center/Shell Boulevard.** The purpose of this project is to improve the efficiency of the existing building as a recreation center. Possible improvements include:

- (1) Reorienting the building toward the parking lot constructed in 1990.
- (2) Adding space to Room 105, which presently holds dance classes, to accommodate aerobic classes (this would allow the loudest classes to be held separately from other classes since Room 105 is a building separate from the Community Recreation Center).
- (3) Adding more classroom space.
- (4) Relocating the existing offices.

**Construction of a multi-purpose gym.** The purpose of this project is to provide one or more new facilities for indoor sports, community meetings and perhaps a swimming pool. If a multi-purpose

gym is constructed, expansion of the Community Recreation Center may not be necessary because the gym could provide meeting rooms.

#### *Improvements to Park Facilities*

The Parks and Recreation Department has determined that Foster City has an adequate amount of park land but needs certain amenities in existing parks, walkways and on the pedway. The table on the next page summarizes all improvements anticipated in the Capital Improvements Program (CIP) by the Parks and Recreation Department. The amenities to be added in several parks are as follows:

- (1) Restrooms
- (2) Benches
- (3) Drinking fountains
- (4) Tables
- (5) Playground apparatus
- (6) Storage/maintenance facilities
- (7) Landscaping

Improvements to walkways include:

- (1) Addition of benches
- (2) New landscaping
- (3) Children's play apparatus such as see-saws, sand pits, if determined appropriate.

Improvements to the pedway include:

- (1) A new pathway between Sea Cloud Park and the levee/pedway
- (2) Resurfacing of the pedway
- (3) Observation points/benches
- (4) Water fountains
- (5) Landscaping
- (6) Trash cans
- (7) Paved access points with handrails

Most of these improvements are scheduled in the 5 year Capital Improvements Program (1991-1996).

#### *Sources of Funding for Improvements*

Funding sources for Park and Recreation facilities include grants, park in-lieu fees and city funds. Park in-lieu fees and State grants may be utilized to fund improvements and development of new and existing park facilities. Interest accruing on park in-lieu fees already collected may be utilized to fund the maintenance of existing facilities.

Without a significant payment of park in-lieu fees and/or funding from outside sources (such as

redevelopment agency fund, grant funds), the City will be unable to construct all of the additional facilities identified as needed (such as the Multi-Purpose Gym facility, Community Picnic Area/Boothbay Park and Sea Cloud Park Phase II). Available funding will be allocated according to the priority and timing of new construction projects, and the "operational park plan" (*Park and Recreation Master Plan*) will be updated to reflect any change in priorities or needs.

#### *Maintenance of Existing Resources*

The Foster City Parks Maintenance system is divided into three geographical areas: east parks, west parks and playfields/medians. Shell Boulevard is the dividing line between the east and west areas. The playfields referred to in the third area are located at Sea Cloud and Port Royal Parks.

The bathrooms, trash receptacles and tot lots are checked regularly in each park with these facilities. Mowing and preparation of sports fields occurs once a week all year except the winter when the parks are mowed once every three weeks. Preparation of the sports fields includes watering, and checking of the lines (e.g. baseball in-field lines). Bathrooms and tennis courts are washed once a week. Carpentry and irrigation systems are checked periodically for to determine maintenance requirements.

#### **Summary**

The goals, policies and programs applicable to this section are located at the end of this document. These provide implementation guidance for future city action with regard to maintenance and improvement of park and recreation facilities.

It is intended that future city actions with regard to park and recreation facilities will refer to the Parks section of the Parks, Open Space and Conservation Element of the General Plan and demonstrate that proposed actions are consistent with applicable policies of the General Plan. Future City actions must also be consistent with the *Park and Recreation Master Plan* which is the "operational park plan" designed to implement this section of the General Plan. The "operational park plan" may be updated as needed to reflect changing City needs and priorities, but it must also be consistent with this General Plan Element.

#### **Appendices**

*Park and Recreation Master Plan*

*1991-1996 Capital Improvement Program*

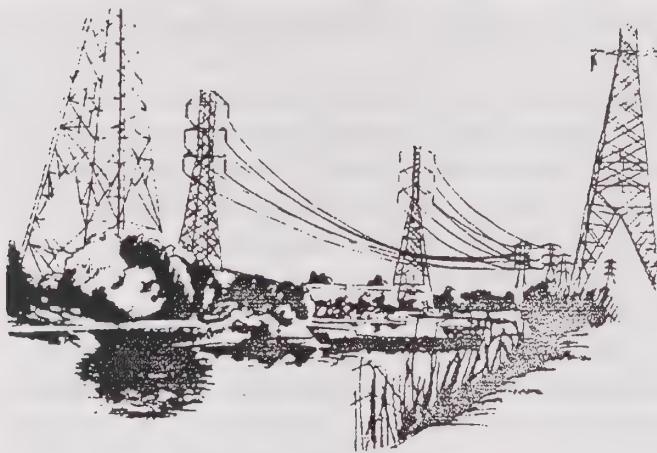
*Section 66477 of the California Government Code*

*Foster City Bikeway System Report*

*The Bay Trail : Planning for a Recreational Ring Around San Francisco Bay, July 1989*

## Proposed Improvements to Existing Parks in Foster City

Park	Existing Facilities	Needed Facilities	Timeline
Arcturus Park	2, 6, 15	(none at this time)	
Boat Park	1, 2, 3, 4, 6	(none at this time)	
Boothbay Park	2, 4, 6, 8, 9 10, 11, 14, 15	1. restroom/storage 2. parking lot; community picnic area	1. 5 year CIP 2. long-term
Catamaran Park	5, 6, 8, 9, 11, 15	1. playground equipment 2. bathroom/storage facility	1. completed 2. 5 year CIP
Edgewater Park	6, 8, 9, 10, 15	1. playground equipment 2. bathroom/storage facility	1. completed 2. construction beginning 1/93
Erckenbrack Park	2, 5, 6, 15	restroom/storage	5 year CIP
Farragut Park	6, 15	pathways, landscaping **	long-term
Gateshead Park	4, 6	(none at this time)	
Gull Park	5, 6, 13, 15	playground equipment	
Ketch Park	6, 8, 15	playground equipment	5 year CIP
Killdeer Park	6, 7	(none at this time)	completed
Leo Court Park	6	(none at this time)	
Leo J. Ryan Memorial Park	1, 2, 3, 6, 7, 8, 9, 13, 14, 16, 17, 18	Expand or remodel existing building	1993-95
Marlin Park	5, 6, 13, 15	(none at this time)	
Pompano Circle	6	(none at this time)	
Port Royal Park	2, 4, 6, 11, 15	bathroom/storage facility	5 year CIP
Sea Cloud Park	2, 4, 6, 10, 11, 12, 13	1. connector path 2. expanded sports facilities	1. 1993 2. long-term
Shad Park	6, 8, 15	(none at this time)	
Sunfish Park	6, 8, 15	(none at this time)	
Turnstone Park	6, 8, 15	(none at this time)	
Various		Multi-purpose gym(s)	1994-97
Unspecified		municipal swimming pool	long-term
Median Islands		refurbishment	5 year CIP
<b>Facilities Key</b>			
1. Boat launching facilities	8. Basketball court	15. Tot lot/play apparatus	
2. Parking	9. Tennis court	16. Outdoor amphitheater	
3. Boardwalk	10. Baseball diamond	17. Par course	
4. Picnic tables	11. Soccer field	18. Volleyball court	
5. Beach	12. Football field	19. Meeting room	
6. Lawn area	13. Restrooms	20. Auditorium	
7. Multi-purpose court	14. Barbecues		
<b>5 Year CIP = % Year Capital Improvement Program</b>			
** Not in Park Master Plan but has been under discussion as a future long-term improvement.			



## Open Space Background

### Purpose

The Open Space section of the Parks, Open Space and Conservation Element concerns vacant land in the City which is primarily maintained in its natural condition. In some cases this land includes landscaped areas which are maintained.

Foster City's existing open space resources include: (1) existing permanent open spaces ranging from waterways and open spaces within developments to landscaped areas along City streets; (2) short-term open spaces that may be developed in the future; and, (3) possible future permanent open spaces. The purposes of these distinctions are to link future open space with existing open space, and to recognize potential open space preservation opportunities for vacant land that is ultimately intended for development (according to General Plan designations).

### Waterways Open Space Resources

The largest and most unique permanent open spaces in Foster City are the waterways. These include San Francisco Bay, Belmont Slough, Marina Lagoon, Foster City Lagoon and Canal system, and Vintage Park Lake, as shown on Map GP-11.

#### San Francisco Bay

**Description:** The Bay is the primary source of water for most of Foster City's waterways and constitutes the north and northeastern boundaries of the City. Uses of Lower San Francisco Bay water

include navigation, active water recreation, passive water recreation, ocean commercial and sport fishing, wildlife habitat, preservation of rare and endangered species, fish migration, shellfish harvesting and estuarine habitat. The pedway system along the Bay provides recreational opportunities such as boating, fishing, walking, observation of wildlife, and biking.

**Surrounding Land Uses:** Land uses in Foster City that border the San Francisco Bay: residential, industrial, schools and churches.

**Views:** Beach Park Boulevard, East Third Avenue and the pedway provide the primary public views of San Francisco Bay. The Werder fishing pier (Teal Street and Beach Park Boulevard) provides views of the pedway and the Bay for pedestrians.

**Importance:** The San Francisco Bay is one of Foster City's main amenities because of its open space and recreational qualities.

#### Belmont Slough

**Description:** The Belmont Slough constitutes the southeastern boundary of the City and continues to Redwood City. The Slough contributes three

#### FOSTER CITY OPEN SPACE NEEDS

The following open space needs relate to existing and future open space areas in the city:

- (1) Preserve open space areas sufficient to meet the long-range open space needs of the city,
- (2) Assure adequate open space to serve new development,
- (3) Protect existing easements within private developments,
- (4) Implement the Bay Conservation and Development Commission Plan which requires a 100' shoreline access band for all waterfront properties,
- (5) Protect sunlight to open space areas,
- (6) Protect views of and views from open space areas,
- (7) Preserve natural and man-made resources,
- (8) Minimize health and safety hazards in the City.

important functions as follows: it provides a flushing action from the Foster City Lagoon which maintains viability of the lagoon, it provides a similar action to control water levels in the Marina Lagoon, and it provides a natural wildlife refuge as a result of its tidal action, mudflats, and marshland vegetation.

A minimum of fifteen species of birds, ranging from the species normally associated with saltmarsh habitats to those normally associated with grassland habitats inhabit the terrestrial and slough areas in the immediate vicinity.

**Surrounding Land Uses:** Land uses adjacent to Belmont Slough include residences and parks. The land in adjacent Redwood City is mostly vacant.

**Views:** The pedway system affords the best views of the Belmont Slough and provides an opportunity to view bird species that frequent the Slough.

**Importance:** The Slough extends the waterfront amenities of the San Francisco Bay and provides a natural habitat for various wildlife species.

#### *Marina Lagoon*

**Description:** The Marina Lagoon establishes the southwestern boundary of Foster City and was originally a slough similar to the Belmont Slough described above. The City of San Mateo converted it to a lagoon for storm drainage retention purposes and to serve as a boating area.

**Surrounding Land Uses:** Surrounding land uses are primarily residential in both San Mateo and Foster City, with the exception of Highway 101 along the southern portion of the Lagoon and Shoreview Park/Recreation Center in San Mateo.

**Views:** The pedway and East Hillsdale Boulevard, especially at the Bridge, provide the best views of the Marina Lagoon in Foster City.

**Importance:** The Marina Lagoon is an important visual and recreational amenity for Foster City because it provides frontage along the water for the western boundary of the City along Port Royal Avenue.

#### *Foster City Lagoon and Canal System*

**Description:** The Foster City Lagoon was entirely man-made and is used as a storm drainage retention basin with gates at the south end and pumps at the north end. Surface drainage is collected and drained into the lagoon system where it is discharged by gravity or pumped into San Francisco Bay at the north end of the lagoon. Water from the Bay is taken into the lagoon system through tide gates located at the southeast end of the lagoon.

As a part of the original development of the City, a system of islands and canals were constructed in order to increase the number of residential lots with lagoon frontage. The lagoon supports a number of marine organisms and serves as resting and feeding sites for waterfowl.

The recreational uses of the lagoon system include boating, windsurfing and swimming, along with passive recreational uses which are enhanced by the many views provided from waterfront land uses. Bridges were constructed to accommodate most sailboats. Power boats are restricted to only electrically-powered motors on the Foster City Lagoon and Canals.

**Surrounding Land Uses:** The primary land uses adjacent to the lagoon system are residential, although some parks and shopping centers also have lagoon frontage.

**Views:** Views of the Foster City Lagoon system are provided from Foster City Parks (Sea Cloud Park, Leo Ryan Park, Gull Park and Marlin Park) and individual residences. The best view of the system is provided from an airplane.

**Importance:** The Foster City Lagoon and Canal system significantly contributes to Foster City's open space network because it extends waterfront amenities to the interior of the city rather than just along its boundaries. The form and character of the City are defined by the waterways (i.e., the Bay, Lagoon, Canals and Bridges) which help to distinguish Foster City from other communities, particularly as seen from an airplane. The waterways create a sense of place and a recreation-

oriented image for the City as much or more than the San Francisco Bay.

The protection of the lagoon system is also a "historical preservation" effort given the original land planning of Foster City. The plan for Foster City was to create as many single family detached residential units along the waterfront as possible. These units would have direct access to the water for aesthetic, recreational purposes in addition to enhancing property values and creating a "sense of openness" for the property even though the lot sizes are small by suburban standards.

In order to protect the lagoon system and waterfront properties, the City requires a use permit for room additions on the waterfront. The use permit procedure allows property owners adjacent to and across the water from the proposed addition to comment on the proposal.

### Public Open Space Within Developments

This category includes permanent open spaces that were set aside during the development of surrounding property. Most of these spaces were established as part of a Planned Development (PD) District. The projects listed below exemplify public open spaces provided within commercial developments.

#### *Metro Center Town Green*

**Description:** This one acre park is privately owned but has a public access easement over it. The park is circular, surrounded by a public pathway, is landscaped and hosts outdoor art. The lawn provides a passive recreation area for workers and shoppers to have lunch, rest and/or watch noon concerts.

**Surrounding Land Uses:** The Green is surrounded by high-intensity urban uses such as the existing Metro (Office) Tower, neighborhood retail uses, and proposed office buildings.

**Views:** The Town Green is currently visible from the office tower, retail stores and adjacent planned office/retail uses.

**Importance:** This open space provides a green area amidst a dense urban business and residential center.

Its central location near highly populated areas increases the park's accessibility to the community. Another key design feature of the park is the linkage it provides between Leo Ryan Park (across East Hillsdale Boulevard to the south) and Metro Center Boulevard and its office and retail uses.

#### *Vintage Park Lake and Plazas*

**Description:** This artificial water system was constructed as part of the Vintage Park development. The lake has a public access easement and also serves as a drainage catch basin. The Vintage Park development also includes several small open areas near the existing lake and others near designated residential areas. Most of the open areas are small plazas except for the green area and pathway around the lake. The circular green area provides opportunities for passive recreation within the development. A pedestrian pathway links these open areas with the remainder of the development and with the Vintage Park Lake.

**Surrounding Land Uses:** Ultimately both commercial and residential land uses will surround the lake. At this time the lake and plazas are surrounded by research and development, and office land uses.

**Views:** Several of the Vintage Park buildings are or will be oriented to provide views of the lake.

**Importance:** The value of these open space areas is to provide visual and recreational amenities within the development for workers and future residents. The inclusion of the lake links Vintage Park with other Foster City water bodies, consistent with Foster City's water-oriented image.

### Permanent Private Open Space Within Developments

The types of open spaces and recreational amenities typically provided in residential developments range as follows:

- (1) Small green spaces that provide visual relief from development.
- (2) Passive sitting areas with benches.
- (3) Pools.
- (4) Clubhouses.
- (5) Weight rooms.
- (6) Basketball courts.
- (7) Boat docks/facilities
- (8) Tot lots.
- (9) Tennis courts.

### PERMANENT PRIVATE OPEN SPACE AREAS LOCATE WITHIN EXISTING DEVELOPMENTS

The residential developments listed below have private open space and/or other areas for exclusive use by the residents of that development:

Alden Crossing	Marina Green
Alden Park	Marina Point
Antigua	Nantucket Cove
Bayporte	Pitcairn
Bay Vista	Plum Island
Carmel Village	Sand Harbour
Cityhomes East	Sand Harbour South
Cityhomes West	Schooner Bay
Edgewater	Sea Colony
Harborside	Shell Cove
The Islands	Spinnaker Cove
Isle Cove	Treasure Island
Lantern Cove	Whaler's Cove Isle
Longwater	Whaler's Cove Landing
Bayfront	Promontory Point
Williams Landing	Winston Square

Two of these private residential open spaces are described below for illustrative purposes:

**Longwater Common Lot:** Parcel D on Santa Cruz Lane in the Longwater development is a landscaped lot that provides public access to the lagoon southwest of Sea Cloud Park. The parcel is surrounded by single-family residences, has a bench and a small paved area, and provides views to the northeast and southwest toward the water.

**Alden Park Common Lot:** A common lot is located in the Alden Park development on Cayman Lane, just north of the intersection of Cayman and Tender Lanes, at the terminus of Liberty Lane. The parcel is surrounded by single-family houses, is landscaped and includes a tot lot and benches. This common lot exclusively serves the Alden Park development and provides open space in order to mitigate the density of the project.

### P, G & E Power Line Easements

Power line easements are required to be free of structures so that the power lines may be modified or maintained at any time. When utility easements

follow major roadways, the landscaping in these easements adds substantially to their appearance. The result is a green open area underneath the power lines similar to landscaped setbacks required between a street and building, or to the recreation areas of some residential projects.

An attractive example of the landscaping/recreation possibilities underneath power lines is visible along Foster City Boulevard at the Foster's Landing Condominium project. Such landscaping reduces the visual impact of the power lines on the streetscape.

The utility easement in Foster City follows Foster City Boulevard from Beach Park Boulevard to State Route 92 and then veers northwest across a rectangular vacant lot off of Foster City Boulevard, and through the Vintage Park development. Vintage Park was designed so that only open space areas and parking lots would be within the utility easement. Other utility easements may not provide passive or active open spaces but do provide visual relief from development (such as the easements near the Baffin Court/Pitcairn Drive area).

### Street Medians

Foster City has a median strip planting program along major roadways in Metro Center, residential neighborhoods, industrial areas and bridges (see Map GP-14). The Parks and Recreation Department, in conjunction with the Planning Division, developed a Plan in 1987 requiring the planting of undeveloped medians and the replacement of inappropriate or deteriorated landscaping. The program establishes a residential, industrial and downtown theme for median strips and is included in the Technical Appendix for the Open Space section. The Median Plan is currently under review and may be revised in 1993.

Street medians significantly improve the open space qualities of urban streets. The medians divide large expanses of pavement and add scenic value to the street for pedestrians, motorists, and inhabitants of adjacent buildings.

## Building Setback Areas

A building setback area refers to the minimum distance between a reference line (usually a property line) and a building or a portion thereof, as required by an ordinance or code. The purpose is to provide open space which is unobstructed and unoccupied from the ground upward in order to reduce the visual density of buildings as seen from the street.

Building setbacks also provide light and air between and into buildings, and offer visual relief from other buildings as seen from inside. Usually setback areas provide landscaping in order to improve the appearance of the site, its buildings and the streetscape.

Virtually every zoning district requires a minimum building setback from the front property line. The table below demonstrates the range of front yard setbacks required in various zoning districts.

### Required Front Yard Setbacks in Zoning Districts

District	Setback
R-1 (Single Family)	20'
R-2 (Two-Family)	20'
R-3 (Medium Density)	20'
R-4 (High Density)	20'
C-O (Commercial-Office)	20'
C-1 (Neighborhood)	*
C-2 (General Business)	*
M-1 (Light Industrial)	25'

\* If the property is adjacent to a residential zone, no building shall be closer than 25' to that zone.

Note: The setbacks are determined on a project-by-project basis for any district with a PD (Planned Development) overlay.

from adjacent buildings. As seen from within a building, setbacks provide light, air and visual relief from adjacent structures.

## Guidelines For Ranking Potential Future Open Space

To analyze the ability of a vacant property to meet the City's open space needs, guidelines have been developed which apply to the three needs listed above. The table at the end of the discussion ranks property for short term or future/possible open space purposes using the guidelines. In determining the value of land as open space, the City will consider the following questions to guide decisions:

### Aesthetics

- Would the preservation of this site protect an important visual backdrop or edge of the city?
- Would the preservation of this site protect any unique site features?
- Would the preservation of this site protect a shoreline?

### Significance

- Would the preservation of this site protect property with importance to the community as whole?
- Would the preservation of this site protect property with importance to an adjoining area?

### Proximity of Other Open Spaces

- Would the preservation of this site allow the combination of existing or proposed open spaces?
- Would the preservation of this site provide an opportunity to enlarge an existing open space?

### Passive Recreation Potential

- Would the preservation of this site protect a site with quiet, peaceful surroundings?
- Would the preservation of this site protect a site with scenic views?
- Would the preservation of this site protect property without organized sports or recreation facilities?
- Would the preservation of this site protect a site with pathways or the potential for pathways? Benches?
- Would the preservation of this site protect a site with appropriate areas for observation points and educational exhibits?

## Waterfront Setbacks

Setbacks from the waterfront increase the open space quality of the lagoon or canal system by adding to the total area free of structures. Such setbacks also reduce the visual density of residences along the waterfront by providing an open area near the bulkhead which can be used for outdoor entertainment. Additionally, setbacks reduce the likelihood of impairing waterfront views

### Potential For Development with Revenue Producing Land Uses

- Would the preservation of this site eliminate desirable property for development?
- Would the preservation of this site eliminate the potential to combine open space with other land uses?

### Possible Funding Sources

- What sources of funding are available for the preservation of this site?
- Could the preservation of this site occur as part of an adjacent private development?

### Environmental Resources

- Would the preservation of this site protect sensitive wildlife and/or flora habitat?
- Would the preservation of this site protect unimproved areas in their original, natural habitat for an historical perspective of conditions prior to development of the community?

### Shorter-Term Open Space With Potential Long-Term Open Space Value

The open spaces included in this section do not have applications pending for development and may be appreciated as open space until development occurs. They currently provide an open space resource and, when (or if) developed, can establish areas preserved for long-term open space value to the community.

Once the guidelines have been examined to determine whether all of or a portion of a particular

site is appropriate for open space preservation, particular improvements can be implemented to enhance the open space amenities of that site. The implementation of these techniques will achieve the stated needs with regard to open space resources in Foster City. Funding mechanisms will be examined in conjunction with individual proposals. Below is a table and description of the relative values, views, surrounding land uses and importance of key properties, along with recommended open space improvements relevant to that site.

#### Bridge Landing

**Description:** This site is completely flat and consists of the following vegetation: pickleweed, dry grasses and algae material. The site is devoid of substantial vegetation such as trees. Several distinct zones support a variety of plant and animal life on this property. Algae is found in the intertidal zone along with birds and fish that feed on crustaceans such as shrimp and crab. The weedy upland zone has annual herbs and grasses and is inhabited by insects and birds such as doves and starlings.

The salty lowland zone has pickleweed around the upper elevations, and a layer of dried algae material which covers the otherwise barren lower portions. The freshwater lowland zone has sparse vegetation and was man-made. The barren areas are used by ground-dwelling birds such as doves and killdeers for resting and nesting areas.

### Short Term Open Space

Location	Assessors Parcel Number	Acreage	Proposed General Plan Designation
Terminus of East 3rd Avenue @ Rt. 92 (Bridge Landing site)	094-532-060, 240 and 300	14.5	Research/Office & Open Space
North of East 3rd Avenue	094-130-010	63.0 (dry land)	Research/Office & Open Space
Between Shell Boulevard & Foster City Boulevard, adjacent to Civic Center (Marina High School Site)	094-471-050	30	Schools

Since the Bridge Landing site is within the 100' shoreline band regulated by the Bay Conservation and Development Commission (BCDC), some open space will remain when this site is developed. Development is expected to occur within the time frame of this Plan. Such an open space area would provide public access to the Bay.

**Surrounding Land Uses:** The Lincoln Center Industrial area is located west of this site with the Bay to the north and east, and State Route 92 to the south.

**Views:** The site is visible from State Route 92 and from the southerly end of East Third Avenue. The primary visual feature of the site is the dike and waterline area. From State Route 92, general views are of the Bay, while attention is drawn to the waterline and any birds feeding there. From the southerly end of East Third Avenue, visual attention centers on the inboard side of the dike, with a glimpse of the Bay beyond to the San Mateo Bridge. Views from the site to the north and east are panoramas across San Francisco Bay. To the north recognizable features include Coyote Point, San Bruno Mountain, Hunter's Point, high-rise buildings in downtown San Francisco, and Mt. Tamalpais. To the east recognizable features include the Oakland-Hayward Hills, Mt. Diablo and the San Mateo Bridge. Visual attention in these panoramas is drawn to the occasional ship or yacht on the Bay and to birds flying over the Bay. Views to the south and west include Foster City structures, the San Mateo Hills and the Santa Cruz Mountains.

**Importance:** The Bridge Landing site is valuable from an open space perspective because of waterfront access opportunities and because of the type of plant and animal life on the site, which exemplifies natural vegetation found in the region.

#### Suggested Improvements:

- (1) Use site planning techniques to cluster buildings and development density away from designated wetland areas.
- (2) Improve wetland areas in accordance with State regulations to enhance the natural characteristics of the wetlands.
- (3) Develop open space in accordance with the San Francisco Bay Plan.
- (4) Improve passive recreation opportunities by installing benches, landscaping and observation areas within the shoreline band.
- (5) Provide for public access to the levee/pedway.

*City Owned Site on the North Side of East Third Avenue*

**Description:** The site is located on what was formerly a marsh plain and a tributary to Seal Slough. In its natural state, Seal Slough meandered across the southern part of the site, with its outlet to the east of what is now the East 3rd Avenue fill. Subsequently, it was diverted to its present outlet to the west, and the East Third Avenue fill was created by construction of a perimeter levee and the pumping of dredge spoils onto the former marsh plain.

The subsoil is at present excessively saline in spots, and that combined with compaction may account for the barren nature of the site. This site does not receive much tidal action and is largely devoid of vegetation. The site is subject to considerable disruption by motorcycles and off-road vehicles.

The City obtained permission from the Bay Conservation and Development Commission (BCDC) to fill a portion of the City owned part of this vacant property. A public trust easement is located along the shoreline of the City parcel. This site is also within the 100' shoreline band regulated by BCDC. Any development proposal must include a landscaped open space area near the shoreline for public access.

As part of the City project to raise the elevation of the levee for flood protection purposes, the City was required by BCDC to provide a temporary parking lot and Bay access on the site in order to accommodate use by windsurfers and other members of the public.

**Surrounding Land Uses:** The San Francisco Bay is located to the north and east of the site with a San Mateo wildlife refuge to the west and the

undeveloped (43 acres) portion of the Vintage Park development across East Third Avenue to the south.

**Views:** Views of the Bay are similar to those described for the Bridge Landing site. The views of the San Mateo Bridge are dramatic from this site. This property has considerable shoreline access because it borders the Bay to the north and east.

**Importance:** The open space value of this property is primarily the waterfront access and views of San Francisco, the Bay and the San Mateo Bridge. If wetland vegetation is restored on the site, it would provide educational opportunities about wildlife associated with the Bay. Following installation of Bay access as part of the levee improvements, it will provide improved public access to the Bay.

#### Suggested Improvements:

- (1) Use site planning techniques to cluster buildings and development density away from the fill line designated by the State and the waterfront area.
- (2) Improve the area west of the fill line in accordance with state and federal regulations to enhance the natural characteristics of the site.
- (3) Develop open space in accordance with the San Francisco Bay Plan.
- (4) Improve passive recreation opportunities by installing benches, landscaping and observation areas within the shoreline band.
- (5) Install paved pathways with handrails to improve the accessibility of the shoreline band.

#### Proposed Marina High School Site

**Description:** This large, flat site is devoid of substantial vegetation such as trees and is mostly covered with dry grasses. A PG&E easement runs along the eastern portion along Foster City Boulevard, covering approximately three acres.

Currently, a city-operated dog exercise area and the City Engineering Annex are located on a portion of the site.

**Surrounding Land Uses:** The site is situated between Shell Boulevard to the west and Foster City Boulevard to the east with City Hall to the north and the Foster's Landing Condominium development to the south. Residential land uses are located across Foster City Boulevard to the east, and Leo Ryan Memorial Park is located across Shell Boulevard to the west.

**Views:** The site provides views to the west of the Foster City Lagoon, Leo Ryan Park, the San Mateo Hills and Santa Cruz Mountains.

**Importance:** The open space opportunities on this site are minimal because the site itself does not have any particular amenities, such as waterfront access. However, views available from the site to the west are an attractive feature of this property.

**Suggested Improvements:** Long or short term development of this property will not occur until a special study has been prepared, as required by the Land Use and Circulation Element to determine the feasibility of constructing a high school at this site. If the special study determines that a high school is not feasible, appropriate other land uses and improvements suitable for this area will be listed.

### Future/Possible Open Space

Location	Assessor's Parcel Number	Acreage	Proposed General Plan Designation
North of East 3rd Avenue	094-130-010	40.0 (submerged)	Open Space
Southeast side of Beach Park Blvd. between Foster City Blvd. and Swordfish Street (proposed Marina site)	094-111-050, 096-170-140 & 180	45.8 (dry land) 21.3 (submerged)	Waterfront Commercial and Open Space
North side of E. Hillsdale Blvd. between Gull Ave. and Teal Ave. (Werder Pier site)	094-131-020	9.3	Park and Recreation & Service Commercial
Southeast of Sea Cloud Drive, adjacent to Belmont Slough (Sea Cloud Park/Phase II)	097-080-050	23.8	Park and Recreation

### Future Potential Open Space and Improvements to Existing Open Space

The open spaces included in this section are either already designated as open space or have constraints that may prohibit or severely restrict development. These properties are listed in the table on the next page and shown on Map GP-11.

#### *City Owned Site on the North Side of East Third Avenue*

**Description:** This site includes 40 acres of submerged land and shoreline designated open space on the Land Use Map, Map GP-4. Ten acres located along the bay are designated for open space to ensure public shoreline access. The remaining 30 acres are also designated open space beyond a fill limit line according to an agreement between the City and the Bay Conservation and Development Commission (BCDC). It is intended that these open space lands be preserved in their natural state and that opportunities to enhance their wetland value be pursued.

**Surrounding Land Uses:** Please refer to the discussion under "Shorter-Term Open Space With Potential Long-Term Open Space Value".

**Views:** Please refer to the discussion under "Shorter-Term Open Space With Potential Long-Term Open Space Value".

**Importance:** Please refer to the discussion under "Shorter-Term Open Space With Potential Long-Term Open Space Value".

**Suggested Improvements:** Please refer to the discussion under "Shorter-Term Open Space With Potential Long-Term Open Space Value".

#### *Proposed Marina Site*

**Description:** Map GP-12 shows the marina proposals. The site occupies 45.8 acres of dry land adjacent to Beach Park Boulevard and 21.3 acres of submerged land in San Francisco Bay. Some of the Marina site is within the 100' shoreline band regulated by BCDC, which must remain open space with public access to the waterfront.

The water portion of the site is existing bay tidelands characterized by a shoreline band of salt marsh, tidal flats and submerged lands. The upland area is filled land which varies approximately between elevation 9.3 feet above Mean Lower Low

Water (MLLW) and 12.8 feet MLLW at points along the dike which generally borders the west edge of the site. The majority of the site is occupied with annual grasses and weeds, with a few coyote bush shrubs. The shoreline of the site contains salt marsh habitat.

**Surrounding Land Uses:** The San Francisco Bay borders this site to the north and east with residential uses across Beach Park Boulevard to the northwest and the Belmont Slough to the south.

**Views:** The most attractive characteristics of this site are its open spaces with sweeping views of the Bay, the Belmont Slough, and the San Mateo Bridge. These views are somewhat marred by the presence of Pacific Gas and Electric Company transmission towers and high tension lines which pass just south west of the southwesterly site boundary and continue to the southeast as far as the eye can see. The northeastern portion of the site offers an unobstructed view of the Bird Island Wildlife Area.

**Importance:** This site has significant open space opportunities because of its waterfront access, existing walking/bikepath, and variety of plant and animal life habitat. The 100' shoreline band is required by BCDC to remain as open space.

#### Suggested Improvements Should the Site Remain Designated as a Marina:

- (1) Develop open space in accordance with the San Francisco Bay Plan.
- (2) Improve passive recreation opportunities by installing benches, landscaping and observation areas within the shoreline band.
- (3) Install paved pathways with handrails to improve the accessibility of the shoreline band.
- (4) Determine if any portions of the site qualify as wetland areas as designated by the State and improve or enhance any such areas in accordance with State guidelines.
- (5) Use site planning techniques to cluster any buildings and development density away from the wildlife refuge and any designated wetland areas.

#### Werder Pier

**Description:** The Werder Pier site contains an unpaved parking lot serving the Pier and pedway, a dike protecting the shoreline and the Pier itself. The Pier was constructed from the Old San Mateo-Hayward Bridge.

This property does not contain marshlands but does contain a productive shellfish bed which the San Mateo County Health Department and California Regional Water Quality Control Board have taken measures to protect.

The County of San Mateo prepared a Draft Recreation Plan for this site dated November 16, 1989. The proposed design involved adding a rest room, improving the parking lot, fixing up the pier and adding landscaping. The Draft Plan has been postponed pending resolution of City plans for the East Third Avenue Interchange. The Draft includes both an alternative with the interchange and an alternative without the interchange on the Werder Pier property.

The proposed East Third Avenue interchange at State Route 92 would affect the configuration of property at Werder Pier and Bridge Landing, and would also affect Caltrans property. The exact configuration of the interchange and corresponding effect on adjacent property has not been determined.

**Surrounding Land Uses:** The San Francisco Bay and the San Mateo Bridge are both north and east of this site with residential uses to the south and commercial uses to the west.

**Views:** The site offers attractive views to the southeast of the Foster City shoreline, to the south of Foster City structures and Santa Cruz mountains beyond, and to the north of the San Mateo Bridge (State Route 92), San Francisco and northern mountain ranges.

**Importance:** The value of this site is its direct shoreline access and corresponding views, and recreational use for fishing and walking. The open space opportunities are somewhat compromised by the proximity of the San Mateo Bridge.

**Suggested Improvements:**

- (1) Use site planning techniques to cluster recreational improvements away from designated wetland areas.
- (2) Improve wetland areas in accordance with state and federal regulations to enhance the natural characteristics of the wetlands.
- (3) Develop open space in accordance with the San Francisco Bay Plan.
- (4) Improve passive recreation opportunities by installing benches, landscaping and observation areas within the shoreline band.
- (5) Install paved pathways with handrails to improve the accessibility of the shoreline band and fishing pier.

**Sea Cloud Park/Phase II**

**Description:** The unimproved 20 acres of the Sea Cloud park site is diked, does not have an outlet to Belmont Slough and is not subject to tidal action. The site contains a low lying area that serves as a seasonal pond, collecting storm water runoff during the rainy periods of the year. Shorebirds and waterfowl often make intensive use of these seasonally flooded, unvegetated salt/mudflats.

The major detracting elements are the power transmission lines and poles which are in the vicinity of the study area, and the barren and unkept condition of the vacant filled lands.

Along the site's south edge, Belmont Slough, the estuarine vegetation which borders it and the wildlife which inhabit it, constitute a major asset which can be enjoyed from the unpaved pathway along the levee.

**Surrounding Land Uses: The Bayfront**

Condominium development is located north of this site with Belmont Slough to the south and east, and the Alden Park development and Sea Cloud Park Phase I to the west.

**Views:** The most dramatic views from the site are looking west toward the hills of San Mateo. Along the eastern portion of the site, the Belmont Slough provides visual interest.

**Importance:** The views, waterfront access and variety of plant and animal life provide significant open space opportunities for this property.

**Suggested Improvements Whether or not Permits are Received to Expand the Park:**

1. Develop open space in accordance with the San Francisco Bay Plan.
2. Improve passive recreation opportunities by installing benches, landscaping and observation areas within the shoreline band.
3. Install paved pathways with handrails to improve the accessibility of the shoreline band.
4. Determine if any portions of the site qualify as wetland areas as designated by the state and federal agencies and improve or enhance any such areas in accordance with state and federal guidelines.

**Appendices**

*Median Development Master Plan (1987)*

## Applicability of Criteria to Short Term and Future/Possible Open Space

Open Space Resource	Aesthetics	Signifi-cance	Proximity to other Open Space	Passive Recreation Potential	Development Potential	Funding Sources	Accessi-bility	Environ-mental Resources	Rank of Importance
<i>Short Term Open Space</i>									
1. Bridge Landing Site	fair	low	good (Bay)	pedway	yes	w/development	fair	good	5
2. North of East 3rd Avenue	poor	medium	good (Bay)	pedway	yes (fill line)	w/development	fair	fair	6
3. Marina High School Site	poor	low	fair (Lagoon)	minimal	yes	w/development	good	poor	7
<i>Future /Possible Permanent Open Space</i>									
A. North of East 3rd Avenue	good	high	good (Bay)	pedway	no	not necessary	good	good	2
B. Proposed Marina	good	high	good (Bay)	pedway	portions*	w/development	good	good	1
C. Werder Pier site	fair	medium	good (Bay)	somewhat	somewhat	grants	good	fair	4
D. Sea Cloud Park/Phase II	good	medium	good (Slough)	pedway	as park	w/development	good	fair	3
* depending upon receipt of permit									
Source: Planning Division, 1992									



## Conservation Background

### Purpose

The Conservation section of the Parks, Open Space and Conservation Element concerns the preservation of natural resources such as water, air and energy. Conservation of natural resources is necessary to insure their availability to future generations.

The conservation issues that will be discussed in this document are human life-sustaining elements, wildlife habitat, and recycling of renewable resources. Human life-sustaining elements include air, water and energy. Wildlife habitat refers to areas within the city which provide feeding or resting areas for wildlife such as birds. Recycling of renewable resources includes aluminum cans, glass, paper, newspaper, tin and some plastic.

### Human Life-Sustaining Elements

#### Water Availability

**Existing Conditions:** The water supply and distribution system must provide sufficient capacity to meet domestic, commercial, and industrial user demands as well as satisfy fire protection requirements. These components of demand are functions of land use, population density and per capita water consumption. Residential water use varies with climate, lot size, system pressure,

metering practices, water rates, and the standard of living in the community, as well as other factors.

Water service in Foster City is provided by the Estero Municipal Improvement District (EMID). The California Legislature created EMID in 1960 and granted this public agency most of the governing powers associated with an incorporated municipality, except the powers to zone and approve development and certain police powers. When Foster City was incorporated in April 1971, EMID remained a separate legal entity and continues to provide water and sewer service to Foster City and water service to Mariner's Island.

The City of San Francisco supplies all water for EMID and the City of Foster City. The existing water line from San Francisco enters Foster City along E. Third Avenue. A second emergency water supply line from the Belmont Water District was recently completed to enter Foster City from the south across the Belmont Slough. A third water supply line is proposed to come from Redwood City/Belmont.

Currently Foster City has two water storage tanks for emergencies which hold approximately 4 million gallons of water each. Construction of a third 4 million gallon tank is proposed to be completed in the near future. Foster City has no supplemental water supplies such as wells or reclaimed water for use in irrigation.

Table 1 in the Technical Appendix of the Conservation Section demonstrates the amount of water purchased each month from San Francisco between 1977-1989. Foster City receives more water from San Francisco in the summer than in the winter due to increased watering of landscaping and water-recreation in the summer.

**Desired Conditions:** The recent droughts of 1976-77, 1987-92 and possible future droughts have forced many water agencies throughout the State to undertake stringent conservation measures, and have significantly constrained EMID's water resources. In order to continue to provide water service to Foster City and Mariner's Island, EMID must maintain its commitment to strict conservation measures.

**Conservation Techniques:** One method of actively conserving the amount of water consumed in a jurisdiction is reducing “unaccounted for” water. “Unaccounted for” water is the difference between water purchased and water sold. Some of the causes for unaccounted water could be:

- (1) Water system leakage
- (2) Firefighting and firefighting training
- (3) Water main flushing (removing sediment from the water system)
- (4) Unauthorized water use from hydrants and other unmetered connections
- (5) Water meter error
- (6) Billing error

On-going efforts such as the following can minimize or significantly reduce these problems:

- (1) Water audit - a program involving the regular testing and repair of water meters.
- (2) Leak detection survey - a program involving testing and repair of pipe joints, bolts and fittings, and “listening” for underground leaks with mechanical/acoustical devices.
- (3) Valve exercising and main flushing program - a program involving regular operation of valves to prevent “freezing up” of the mechanism and main flushing to remove sediment from the system and minimize “dirty” water which may result when a main breaks or high flows are required for fire fighting.

These programs are further described in the Technical Appendix of the Conservation Section, within the “Water Conservation Management Plan” (undated).

Other conservation techniques require personal initiative from property owners with regard to landscaping, (particularly large land owners such as commercial and industrial businesses) and for all citizens with regard to activities within dwelling units. These are listed below:

*Utilize drought resistant plant materials* - Existing public and private property can be retrofitted with water-conserving landscaping and irrigation techniques, and all new development can be

required to install drought resistant plant materials and water-saving irrigation systems. Recommendations for specific materials are provided in the “Foster City Planting and Irrigation Guidelines” within the Conservation Section Appendix.

*Limit turf areas to 25% of landscaping* - The use of turf grasses and annuals should not exceed 25% of the total landscaped area. (Annuals are considered turf because of their high water use.)

*Limit hours of the day for watering* - All watering and irrigation should occur between 6:00 P.M. and 10:00 A.M. During daylight hours, the sun evaporates water intended for landscaping purposes and the wind blows water from its intended location.

*Retrofit with water-conserving fixtures* - All valves, drip and bubbler equipment in fountains and irrigation systems should be replaced with those that maintain a low flow of water and those with pressure regulators, filters and pressure gauges.

*Retrofit existing bathrooms and install new bathrooms with low-flow toilets and water-conserving shower heads* - Bathroom fixtures can be replaced with valves that limit the flow and amount of water. These fixtures should be combined with reducing the frequency of use and amount of water in showers and toilets.

#### *Water Quality - Drinking Water*

**Existing and Desired Conditions:** The protection of the quality of Foster City drinking water is partially the responsibility of the City of San Francisco (the supplier of drinking water for Foster City), and partially the responsibility of the Regional Water Quality Control Board which must establish and maintain standards for water quality. The desired condition is to maintain the existing quality of Foster City’s drinking water.

**Conservation Techniques:** Continue existing programs to conserve and protect water quality in accordance with accepted standards. Continue to monitor the quality of the City’s drinking water by testing the water regularly.

### Water Quality - Lagoon System

**Existing Conditions:** The water in the City's Lagoon and canals tends to be of lower quality than that of the San Francisco Bay because they function as the City's storm drainage system. Urban residues found in the system include herbicides, pesticides, fertilizers, exhaust emissions, duck and animal waste, and oil and tire decomposition products.

**Desired Conditions:** The protection of the water quality of the lagoon system is of particular importance to Foster City due to the City's reputation as a water-oriented community. High water quality enhances recreational boating on the lagoon system and enhances the scenic qualities of the Lagoon and canals. The City should continue its efforts to ensure high water quality.

**Conservation Techniques:** Continue to conserve and protect lagoon water quality by flushing, testing and patrolling the water in the lagoon system. The adopted Lagoon Management Plan (1992) includes programs for water exchange with the Bay to maintain water quality, control aquatic weeds, and continue testing of water samples. The Department also performs weekly tests of water quality, patrols the waterways weekly to remove trash and control herbicides, and controls the dumping of harmful substances into the waterways. These techniques insure the health and safety of the lagoon system by removing broken/harmful items and testing the water for chemical, pesticide and algae content.

*Conserve and protect the Foster City Lagoon System by maintaining accessibility for views and recreational opportunities* - Continue to review development proposals for impacts to the lagoon system and to views of the lagoon from adjacent properties.

*Conserve and protect the Foster City Lagoon System by educating the public about toxic wastes in the storm water system* - Send brochures to residents and businesses explaining how Foster City street gutters are connected to the lagoon system and therefore toxic wastes such as motor oil must not be spilled near the street gutters.

### Water Quality - Discharge into the Bay

**Existing and Desired Conditions:** The City of Foster City has an active permit with the Regional Water Quality Control Board to discharge water into the San Francisco Bay after treating it according to Board regulations. The regulations are intended to protect the health and safety of the water that is discharged in the Bay. The desired condition is to maintain the quality of the discharged water in accordance with permit requirements.

**Conservation Techniques:** Conserve and protect the quality of the water that is discharged into the San Francisco Bay - Continue to treat water for discharge into the Bay according to the regulations established by the Regional Water Quality Control Board.

Further information about water quality programs is provided in the Conservation Section Appendix.

### Air Quality

**Existing Conditions:** Air quality is determined by the amount of pollutants emitted and the ability of the atmosphere to transport and dilute them. The major determinants of transport and dilution are wind, atmospheric stability, terrain, and sunshine.

Foster City is a relatively windy city and therefore protected from air pollution more than other cities on the Peninsula. Foster City receives primarily northwest and northerly winds due to the orientation of the Bay and San Francisco Peninsula. Winds from these directions carry pollutants released by autos and factories from upwind areas of the Peninsula towards Foster City, particularly during the summer months. Winds are lightest on the average in fall and winter. Every year in fall and winter, pollutants build up for several days during periods of light wind.

Foster City frequently has "temperature inversion" conditions in the summer during morning and afternoon hours, and in the winter during morning hours. This inversion is created by a layer of warm air above cooler air. If there are also terrain barriers, or no wind to blow emissions away, the

### AIR POLLUTION

The ingredients of smog (ozone) are sunshine, nitrogen oxides and hydrocarbons. Altogether, vehicles contribute 31% of the Bay Area's daily dose of man-made hydrocarbon emissions. Much of the damage to air quality occurs in the first few minutes of any trip in which the car is starting and operating cold. Once the car is on the road, a 10-mile trip taking 30 minutes produces 250 percent more emissions than the same trip in 11 minutes. Smog-producing emissions on a 20-mile trip stack up approximately as follows: 3 grams per person for a bus; 6 for a three-person door-to-door carpool; 13 for a train/ auto combination; and 16 for a single-occupant vehicle.

Source: Metropolitan Transportation Commission, 1989 Annual Report, page 5.

emissions are confined near the ground. These conditions create a rapid build-up of pollutant concentrations, and in the presence of sunshine form smog. Foster City has some terrain barriers because the City is inland and somewhat sheltered which limits lateral dilution of pollutants.

Therefore Foster City has a moderate atmospheric potential for air pollution given the combined effects of moderate ventilation, frequent inversion conditions and a terrain which restricts lateral dilution of pollutants. Please refer to Table 3 in the Conservation Appendix for a comparison of federal and state standards for ozone, carbon monoxide, etc.

**Desired Conditions:** Although Foster City enjoys better air quality than other cities on the Peninsula, Foster City would like to mitigate the impact of air quality problems due to stationary and vehicular sources within the City. The desired condition is fewer ambient pollutants to reduce the smog production during inversion conditions.

**Conservation Techniques:** The purpose of these techniques is to reduce the release of pollutants at the local level from stationary and vehicular sources.

*Review proposed projects for their potential to affect air quality conditions* - As part of environmental review procedures, determine any projected impacts on air quality and require appropriate mitigation

measures for all new projects. Such measures are similar to those required through the Inter-City Transportation System Management Program (described below) and may include preferential car pool parking, providing bicycle storage, bus stop shelters and/or reduced emissions from stationary sources.

*Separate air pollution sensitive land uses from sources of air pollution* - Require buffer zones to separate sensitive land uses, such as residential, from freeways, arterials, point sources and hazardous material locations.

*Enforce the Inter-City Transportation System Management Program* - Transportation Systems Management (TSM) involves the promotion of the use, maintenance and expansion of alternative forms of transportation, such as public transit, vanpools, carpools and bicycles, for the purpose of improving the efficiency of existing forms and systems of transportation.

Foster City adopted a TSM ordinance on April 17, 1989. The purpose of the ordinance is to achieve at least a 25% employee participation rate within 4 years to alternatives to single occupant vehicle commuting during peak traffic hours. Employees are required to complete surveys describing their commute and schedule and will be offered incentives for carpooling or alternate transportation methods such as preferential parking stalls, flexible work schedules, and subsidized public transit fares.

In January 1990, the cities of Belmont, Foster City, Redwood City, Burlingame, San Carlos and San Mateo adopted a TSM ordinance establishing the Inter-City Transportation System Management Program. On June 4, 1990, Foster City approved the San Mateo County Transportation System Management Plan. The program is governed by the Inter-City TSM Authority, which is composed of a representative from each of the participating cities. The responsibility of the Authority is to meet with large employers to encourage participation in the program.

Each city is responsible as an employer to implement the provisions of the TSM plan with regard to city employees. Cities are also required to implement the plan for new businesses through the

project review process. The Authority is responsible for educating employers in each city (excluding city governments) about the objectives of the plan. The Authority has the power to enforce the ordinance to ensure that businesses comply with the plan.

*As often as possible, consolidate and/or eliminate motor vehicle trips to improve air quality -* In conjunction with the TSM program, educate Foster City residents and employees about the importance of carpooling to both work and social engagements. Encourage mixed use developments, local retail diversity and a healthy jobs/housing balance to reduce motor vehicle trips.

*Coordinate with local, regional and state agencies to improve air quality -* Comply with and enforce provisions of the 1991 Bay Area Clean Air Plan and coordinate with the Bay Area Air Quality District regarding emissions from existing and future developments.

## Energy

**Existing Conditions:** The Pacific, Gas and Electric Company (P,G, & E), supplies energy to Foster City. Energy offered by P,G, & E is generated in the Southwest, California and Canada.

Since the 1970's the United States and many other countries have been facing an energy crisis. The cause of this crisis is two-fold: 1) the United States consumes more energy than it produces, and 2) energy sources that were formerly feasible have been found to create harmful environmental effects, such as coal and fuel oil with a high sulfur content.

Foster City has the opportunity to reduce energy consumption because of two natural advantages:

- (1) The winds common to Foster City can cool a building naturally if the windows are open; and
- (2) Many buildings are situated or can be situated so as to take advantage of solar heating opportunities.

**Desired Conditions:** The desired condition is for each resident and employee in Foster City to minimize their use of energy resources. Participation by everyone is integral to reducing

consumption of energy. Conservation efforts will ensure that energy is available in the future for basic needs.

**Conservation Techniques:** The following conservation techniques relate to development review and educational efforts: Additional techniques are listed in the appendix that apply to energy conservation at home or the office.

*Construct new buildings and additions to energy efficiency standards according to Title 24 of the Uniform Building Code -* Title 24 of the Building Code establishes standards to ensure adequate light and ventilation in buildings, and requires new buildings and additions to be designed for energy conservation and efficiency.

Property owners should retrofit their buildings with weatherstripping and caulking around doors and windows to reduce heat loss. Insulation of attics, exterior walls and water heaters will also contribute to reduction of heat loss. The Building Division shall be available to answer questions about energy efficiency and the Division or P, G & E are available to inspect buildings for energy efficiency. Table 4 in the Technical Appendix offers further energy conservation tips.

*Install solar panels for heating and cooling with solar energy -* Encourage property owners to install solar panels for heating interior space and cooling with solar energy, and require them for swimming pools and spas.

One of the purposes of the architectural review ordinance adopted by the City of Foster City is to protect solar access to adjacent homes. The City has also adopted solar guidelines that encourage energy conservation while recognizing the necessity for good design. Solar energy can be used to heat water heaters and/or buildings. Solar panels are part of an active solar energy system to collect and store energy in the form of heated air or water.

*Encourage property owners to heat all new and existing spas and swimming pools with solar energy -* During the architectural review process for pools and spas, the City will encourage and educate property owners about the advantages of and requirements for the installation of solar panels.

*Continue to expand and monitor information about energy conservation and establish a public outreach program to inform Foster City residents and businesses about the availability and importance of the information -* The City will contact residents and businesses to educate them about the available resources and assist them to determine appropriate conservation techniques to improve efficiency in their buildings.

## Recycling of Renewable Resources

**Existing Conditions:** In 1989 amendments to the Government Code, Health and Safety Code, Revenue and Taxation Code and the Public Resources Code resulted in the requirement that each city and county in California to reduce 25% of the total waste generated by 1995 and 50% by 2000. (Please see Appendix for section references.)

The City of Foster City is already participating in a curbside pick-up program in single family areas for glass, aluminum cans and newspapers. The advantages of curbside recycling programs include convenience, conservation of raw materials and energy, reduction in the need for solid waste disposal and landfill space, and the creation of jobs.

Several businesses and apartment complexes also have existing recycling programs, including City Hall with a white paper, cardboard and newspaper recycling program (each office employee has a tray for collection of white paper at their desks). The materials recycled from the above programs include aluminum, glass, white paper, cardboard, computer paper, and newspaper.

The 1986 California Beverage Container Recycling and Litter Reduction Act delineated convenience zones in cities and requires that a certified recycling center be located within these zones by October 1, 1987 or operators within these zones will be fined \$100 dollars per day. The act applies to aluminum, plastic, glass and metal beverage containers.

Foster City's recycling centers have been located behind Lucky's Supermarket when the market was located in Marlin Cove Shopping Center, and behind

Alpha Beta Supermarket when the market was located in Edgewater Place Shopping Center. A redemption center was recently located behind Lucky's Supermarket at Edgewater Place Shopping Center. Since the centers are privately operated, the City cannot retain the centers when they decide to relocate. All proposals for redemption centers require a use permit which is reviewed by the Planning Commission. This process is intended to protect adjacent property owners from maintenance problems such as refuse left on the site after hours of operation.

**Desired Conditions:** The desired condition is a 50% reduction of materials to the landfill by the year 2000. This must occur through recycling, source reduction and composting of green materials. Foster City should review options for developing recycling programs for all City residents and workers, including office, multiple family residential, industrial and retail land uses.

Source reduction refers to eliminating waste before it is generated. For example, making two-sided copies instead of single sided copies reduces by half the amount of paper consumed.

Composting of green materials involves backyard and/or municipal collection and separation of leaves, grass and food scraps from other waste and stockpiling it under proper conditions to create mulch for gardens and landscaping.

**Conservation Techniques:** These techniques refer to some of the measures that should be undertaken to reduce the waste stream. The majority of available techniques are described in detail as part of the Foster City Source Reduction and Recycling Element, prepared in compliance with recent amendments to State Law regarding recycling and adopted on July 6, 1992 by the City Council. (The applicable sections of State Law are listed in the Technical Appendix.)

*Implement Source Reduction and Recycling Element in accordance with State regulations -* This Element is included in the Conservation Section Appendix. The Element includes information from a waste characterization study which serves as a basis for prioritizing the recycling of certain

materials from the waste generated. The Element also defines objectives for market development of recycled materials.

*Inform all Foster City residents and businesses about recycling opportunities* - Although the curbside program is in effect for single family houses, many apartment and condominium dwellers, and businesses do not have on-site recycling collection facilities. As part of the effort to comply with State regulations, the City is in the process of contacting residential and business managers that do not have on-site recycling programs to inform them about the recent State legislation and actively assist them in initiating recycling programs.

*Waive fees and simplify the review process for trash enclosures around recycling bins* - All trash bins are required to be placed in enclosures that are architecturally compatible with on-site buildings. To encourage property owners to develop recycling programs, the City should simplify the review process by inspecting the site to determine if existing trash enclosures can be converted to recycling bin enclosures.

*Prepare a City-wide procurement policy for the purchase of recycled products* - In compliance with Assembly Bill 4 (Eastin, 1989) which amends Sections 12150, 12168 and 12169 of the State Contracts Code, the City is required to purchase recycled paper products. The procurement policy should include specifications for buying recycled products and specify percentages of recycled content. (Please refer to the Technical Appendix for more information about AB 4.)

## Wildlife Habitat

**Existing Conditions:** As discussed in the Open Space Background section, several areas within the City provide feeding or resting areas for several types of shorebirds and waterfowl. The discussion in the Open Space Section centered on the passive recreation and scenic opportunities of these areas, whereas this section will concentrate specifically on the natural resources found in these areas.

### *Wildlife Refuge*

In 1974 a 57-acre wildlife sanctuary was set aside in exchange for a permit to fill 382 acres of seasonal wetlands elsewhere in Foster City. The wildlife refuge is roughly bounded by Belmont Slough on the east, Beach Park Boulevard on the west, and between Tarpon Street and Foster City Boulevard (see Map GP-12). The tidal wetlands and mudflats in this area contain feeding and resting habitat for numerous and diverse migratory shorebirds and some species of waterfowl who migrate along the Pacific flyway.

The Environmental Protection Agency's 404(b)(1) guidelines designate wetlands and mudflats, as well as refuges, as special aquatic sites which influence and contribute to the overall environmental health and vitality of the entire ecosystem of a region. The upland area adjacent to the tidal wetland provides an important buffer area for the adjacent wetlands. It also functions as a refuge area for wildlife species during high tides. Such escape covers, consisting of transitional upland habitats, are limited along the linear marsh. They also have the potential to support introduced populations which would assist in the recovery of declining species.

### *Other Important Habitat*

Bird Island and portions of the adjacent mudflats are within the congressionally authorized boundary for the San Francisco Bay National Wildlife Refuge. Thousands of shorebirds feed on the mudflats adjacent to the Island, which hosts a nesting colony for the endangered California least tern and large numbers of endangered California brown pelicans.

### *Endangered Species*

The California Clapper Rail is classified as an endangered species by the Department of The Interior and the State of California. The bird and its habitat are therefore afforded protection under the Endangered Species Act. This endangered bird inhabits coastal California salt marshes, including those of San Francisco Bay. It depends for its existence upon salt and brackish tidal marshes with an abundant growth of cordgrass and pickleweed. It breeds and forages exclusively within the confines of tidal marshes and has been observed throughout

all portions of the subject marsh area. The reason for the endangered status of this bird is attributed to the destruction and degradation of its habitat.

The California Least Tern is another endangered species which has been observed on or near the wildlife refuge. The tern often nests on the eastern portion of Bair Island about two miles south of the refuge, and would probably use the shallow water mudflats of the refuge at mid-to high-tide times for fishing.

The dense pickleweed stands in the tidal wetland provide appropriate habitat for the endangered Salt Marsh Harvest Mouse, which has been found in the pickleweed on and near the Bridge Landing site. The upland grass species in the salt marsh area provides a refuge for the harvest mice during high tide.

**Desired Conditions:** It is the policy of the City of Foster City that no disturbance will be permitted to the wildlife refuge. The preservation of the refuge is necessary to protect endangered species and to provide an educational resource for the community and region. In this manner the refuge will provide an historical example of the original shoreline conditions prior to filling for development.

**Conservation Techniques:** Expand public opportunities to learn about wetland areas and endangered species by creating public viewing areas with exhibits - Foster City should consider constructing public interpretive viewing areas with exhibits about characteristics of habitat and species typical for wetland areas. The exhibits could also provide an historical perspective of how Foster City looked before development.

*Protect wetland habitat from human disturbance -* Discourage human disturbance by posting signs prohibiting trespassing on vegetation typical of wetland areas, such as pickleweed that would not survive trampling.

*Prohibit development within 57 acre wildlife refuge -* The preservation of the refuge is essential for the protection of endangered species, and as one of the few remaining examples in the region of undeveloped San Francisco Bay wetland areas.

Foster City shall ensure that all new development proposals do not encroach on the refuge.

#### *100-Foot BCDC Regulated Shoreline Band*

**Existing Conditions:** The Bay Conservation and Development Commission (BCDC) has planning and permit authority over areas 100 feet landward of the line of highest tidal action of the San Francisco Bay ("the shoreline band") and certain other lands that are suitable for Bay-related uses (see map). These include salt ponds, managed wetlands and some waterways that empty into the Bay. In Foster City BCDC's jurisdiction extends along the Bay side of the levee, parallel to East Third Avenue and Beach Park Boulevard between Highway 92 and south of Foster City Boulevard.

Development proposals within this band must be submitted to BCDC for review and approval with regard to consistency to the policies of the San Francisco Bay Plan. Policies of the plan require public access by fee or easement from public highways to shoreland. The main objectives of the Plan are to protect the Bay as a natural resource for the benefit of present and future generations, and to develop the Bay and shoreline to their highest potential with a minimum of Bay filling.

In Foster City, the shoreline band is adjacent to one of the most popular adult recreation opportunities in the region: the pedestrian/bicycle trail (or pedway). The pedway provides public access to the shoreline band in a manner that is not typical of communities along the San Francisco Bay. This public access to the open space assets of the shoreline band is representative of the Foster City lifestyle and emphasis on water resources.

**Desired Conditions:** The shoreline band should remain accessible to the public and as undeveloped as possible. Any development proposed within the shoreline band will be strictly scrutinized and evaluated against appropriate BCDC standards, and impacts to adjacent properties, wetlands, the wildlife refuge and the pedway.

### Conservation Techniques:

*Improve public access to the 100 foot shoreline band* - The City plans to improve public access to the shoreline. The existing pathway will be widened to facilitate concurrent use by pedestrians and bicyclists. The City has also proposed installing ramps and sloped pathways for the handicapped and others to reach the pedway (refer to Parks Section).

Foster City will continue its past practice of improving public access to the shoreline in conjunction with development proposals and as part of the 5 year Capital Improvement Program. For example, developments located adjacent to the pedway have been required to provide public access and public parking to the pedway within the subject project. Recently approved projects such as Bayfront Court Townhomes have also been required to provide seating areas, picnic areas, a landscape and irrigation system and four public access signs. The Lantern Cove project was required to provide pathways, an exercise par course and a picnic area.

*Strictly control development proposals in the vicinity of the shoreline band* - Any development proposed within the shoreline band must be consistent with BCDC standards, and must not significantly impact adjacent properties, wetlands, the wildlife refuge and/or the pedway.

### Foster City Lagoon System

**Existing Conditions:** The Foster City lagoon system is a unique water resource that affords many recreational and scenic opportunities. The lagoon system also supports biologic species such as marine organisms and serves as resting and feeding sites for waterfowl and as hunting territory for diving birds such as the Caspian tern.

An attached form of chlorophyte algae is found along rocky portions of the southern and central portions of the lagoon. The majority of invertebrate organisms sighted were found only along rock areas of the lagoon system. The lagoon system was also found to support a dense population of striped bass, probably a result of the lagoon's high rate of plankton productivity. Young striped bass are fed upon by several bird types.

A minimum of fifteen species of birds, ranging from the species normally associated with saltmarsh habitats to those normally associated with grassland habitats, inhabit the terrestrial and slough areas in the immediate area.

**Desired Conditions:** Since the Foster City lifestyle is distinctly associated with the lagoon system, the City has resolved to protect the biologic function of the lagoon as a feeding and resting area for waterfowl and as habitat for marine life, and the recreational and scenic resources of the lagoon.

### Conservation Techniques:

*Protect the water quality of the lagoon system* - Continue to test and monitor the water in the lagoon system, according to the standard and techniques previously mentioned in the Conservation Section.

*Protect and conserve the recreational and scenic qualities of the lagoon system* - Development proposals are carefully analyzed for potential view or recreational impacts.

*Inform City residents and workers about the relationship between the storm water system and the lagoon* - The City will prepare and distribute informational brochures to inform people about the multiple functions performed by the lagoon system and what not to dispose of in the system.

### Appendices

*Water Conservation Management Plan, KCA Engineers (undated)*

*Table 2: Amount of Purchased Water*

*Table 3: Water Conservation Guidelines*

*Foster City Planting and Irrigation Guidelines, Foster City Public Works Department (1991)*

*Table 4: State and Federal Ambient Air Quality Standards*

*"Bay Area 1991 Clean Air Plan", ABAG, Bay Area Air Quality Management District and Metropolitan Transportation Commission. \**

*Table 5: Energy Conservation Tips for the Home and Office*

*The Meter Minders' Guidebook, Pacific Gas and Electric Company (undated)*

*Foster City Source Reduction and Recycling Element (July, 1992) +*

*Government Code Section Affected by AB 939*

*Summary of AB 4 Requirements (Sections 12150, 12168, 12169 of the Government Code)*

*Permit Number 74-0-22 to fill 382 acres of seasonal wetlands (Special condition 9318-49) including map of Wildlife Refuge Area*

*\*Those documents available in the Foster City Public Library*

*+Administrative draft on file with the Community Development Department*



# Parks, Open Space and Conservation Goals, Policies and Programs

## Introduction

The background sections of this element described Foster City's existing recreational facilities, and the character of existing open space areas and natural resources. This section of the element draws upon the background information to establish goals and policies for future expansion and maintenance of Foster City's recreation and open space opportunities.

The goals and policies set forth below will guide future city actions regarding the management of

parks and natural resources with specific implementation measures or programs. The programs are actions to be performed by the City in order to implement the Parks, Open Space and Conservation Element.

The time period envisioned for the goals, policies, and implementation measures is 15 years. This time period should include build-out of the city and some expansion of the city's open space and recreation areas.

## Parks, Open Space and Conservation Goals

**PC-A**

### Provide Sufficient and Diverse Recreational Opportunities

Provide sufficient and diverse recreational opportunities for all Foster City residents through the development of new recreation facilities as needed, given available funding and support, and the construction of additional park amenities in existing parks and elsewhere in locations where deficiencies have been identified or opportunities occur.

**PC-B**

### Maintain Existing Recreation Facilities

Maintain current park amenities and infrastructure in a safe, attractive and functional recreation environment.

**PC-C****Maintain and Improve the City's Pedway and Bikeway System**

Maintain and improve the pedway system that surrounds the city and the walkway system that provides safe access to parks, schools and other streets.

**PC-D****Protect Open Space Resources**

Preserve undeveloped open space areas sufficient to meet the long-range open space needs of the city for maintaining visual buffers between developed areas, preserving natural and man-made resources, minimizing health and safety hazards in the city and providing recreation.

**PC-E****Provide Public Access and Use of Open Space**

Acquire or obtain public access to and use of open space areas noted for unique natural qualities.

**PC-F****Provide Adequate Open Space to Serve Existing and New Development**

Assure the provision of adequate open space to serve existing and new development and preserve existing open spaces with public access easements within private commercial developments.

**PC-G****Protect and Conserve Natural Resources**

Protect and conserve wildlife habitat, energy resources, land resources, air quality, and the quality and quantity of water resources.

## Parks, Open Space and Conservation Policies

### *Provide Sufficient and Diverse Recreational Opportunities*

PC-1 **Recreation Needs.** Respond to the recreation needs identified in the Parks, Open Space and Conservation Element of the General Plan and meet the long-term projected recreation needs and preferences of individuals and groups within the community.

PC-2 **Park In-Lieu Fees.** Exact park-in-lieu fees according to California Government Code 66477 and Foster City Municipal Code Section 16.36.080 to fund park development and improvements, and use the interest earned on fees to fund maintenance of park facilities.

PC-3 **Multi-Purpose Gym, Pool or Additional Recreation Center.** Establish the potential need and support for a multi-purpose gym, pool or additional recreation center.

PC-4 **New Residential Development.** Require that all new multi-family residential projects provide a significant amount of on-site open space/recreation facilities for residents or provide a combination of park in-lieu fees and on-site recreational facilities.

*Maintain Existing Recreation Facilities*

- PC-5 **Park Improvements.** Improve existing parks by adding new facilities to those with identified deficiencies.
- PC-6 **Use of Vacant Public Land.** Utilize vacant public land for temporary recreation uses where possible.
- PC-7 **Park Facilities Maintenance and Inspection.** Continue regular maintenance and inspection of park facilities to prolong the life of equipment and insure the safety and enjoyment of park users.
- PC-8 **Playfields.** Provide and maintain safe and functional playfields for youth and adult baseball, softball, soccer and football programs.

*Maintain and Improve the City's Pedway and Bikeway System*

- PC-9 **Bikepath System.** Develop a Foster City bikepath system to connect major work, shopping, school, civic and recreational destinations throughout the city.
- PC-10 **Recreational Use of Pedestrian Walkways.** Improve the recreational use of existing pedestrian walkways where appropriate.
- PC-11 **Pedway and Bikeway System Maintenance and Improvement.** Continue to maintain, expand and improve the existing walkway and pedway system.

*Protect Open Space Resources*

- PC-12 **Improvements in Open Space.** Design any improvements in open space areas to minimize adverse impacts to habitats, including provision of a buffer to minimize human disturbances, views or other open space resources.
- PC-13 **Lagoon and Waterways Open Space.** Preserve and maintain the existing lagoon and waterways.
- PC-14 **Bayfront Open Space System.** Provide a continuous open space system along San Francisco Bay and the Belmont Slough.
- PC-15 **Wetlands Protection.** Protect the health and safety of the community by excluding development in environmentally sensitive areas which would result in a net loss of significant wetlands.
- PC-16 **Wetland Areas North of East Third Avenue.** Pursue opportunities for enhancing or preserving existing wetland areas north of East Third Avenue and any significant habitat areas for endangered species.

*Provide Public Access and Use of Open Space*

- PC-17 **Access to Existing Open Space.** Design open space already in public ownership to be more accessible to the public.

PC-18 **Open Space Access for Special Need Groups.** Design open space to be accessible to people with special needs such as elderly and handicapped persons.

PC-19 **Protection of Open Space Access.** Pursue public access to open space lands through the tentative map process, dedications, easements and other mechanisms.

*Provide Adequate Open Space to Serve New Development*

PC-20 **Landscaped Setbacks.** Provide landscaped setbacks from the street for all new and revitalized developments.

PC-21 **Use of Planned Development (PD) Zoning.** Encourage the use of the Planned Development (PD) District in residential, commercial and industrial districts to create open space within private developments.

PC-22 **Median Development Master Plan.** Implement the Median Development Master Plan (City Council report dated June 15, 1987 or as amended) along major roadways for three thematic streetscapes:  
a. Metro Center  
b. Residential areas  
c. Industrial areas

PC-23 **Access to Sunlight.** Consider the impact of new development on sunlight to existing public open spaces.

PC-24 **Street Furniture.** Require street furniture (planter boxes, benches) in public open spaces provided in commercial and industrial areas.

PC-25 **Scenic Waterfront Vistas.** Protect scenic vistas of and from waterfront property by preventing obstruction of views by new development.

*Protect and Conserve Natural Resources*

PC-26 **Water Resources.** Conserve water resources in existing and new development.

PC-27 **Water Quality Monitoring.** Continue to monitor the water quality of the lagoon.

PC-28 **Air Quality.** Reduce the impact of development on local air quality.

PC-29 **Energy Conservation.** Promote energy conservation in new and existing development (see Housing Element).

PC-30 **Solid Waste.** Reduce the generation of solid waste through recycling and other methods.

PC-31 **Wildlife Habitat.** Protect the wildlife habitat located in the wildlife refuge, 100-foot regulated shoreline band, wetland areas and the Foster City Lagoon System.

## Parks, Open Space and Conservation Programs

### Parks and Recreation Programs

PC-a **Periodic Recreation User Surveys.** Encourage feedback from recreation program participants, facility users and the general community with periodic surveys.  
Responsibility: Parks and Recreation Department.  
Timeline: Current and ongoing.

PC-b **Respond to Changing Recreation Needs.** Expand and diversify classes and activities to address new recreation trends.  
Responsibility: Parks and Recreation Department.  
Timeline: Current and ongoing.

PC-c **Multi-Purpose Gym and Recreation Center.** If determined to be necessary and if funding is available, develop a multi-purpose gym and recreation center.  
Responsibility: City Council, Parks and Recreation Committee, Parks and Recreation Department.  
Timeline: To be determined when funding is available.

PC-d **Implement Foster City Bikeway System Report.** Implement the Foster City Bikeway System Report, adopted by the City Council on January 7, 1991.  
Responsibility: Parks and Recreation Department, Public Works Department.  
Timeline: Current and ongoing.

PC-e **Improve Facilities.** Implement Table A which identifies facility deficiencies in specific parks.  
Responsibility: Parks and Recreation Department, Parks and Recreation Committee.  
Timeline: Fiscal years 1992-1996; long term.

PC-f **Marina High School Site.** If a high school is not feasible, use the site for temporary recreation purposes, such as a golf driving range, until a permanent land use for the site is determined and development occurs.  
Responsibility: Parks and Recreation Department, City Council.  
Timeline: To be determined.

PC-g **Park Inspections.** Perform and document monthly inspections of park amenities and infrastructure.  
Responsibility: Parks and Recreation Department.  
Timeline: Current and ongoing.

PC-h **Playfield Inspections.** Inspect playfields during weekly maintenance.  
Responsibility: Parks and Recreation Department.  
Timeline: Current and ongoing.

PC-i **Pedestrian Improvements.** Install the following improvements where appropriate to pedestrian walkways (primarily Pilgrim and Constitution): Benches, new landscaping and children's play apparatus that do not require large safety areas (see-saws, sand pits).

Responsibility: Parks and Recreation Department, Parks and Recreation Committee.  
Timeline: Parks and Recreation Capital Outlay Fund; current and ongoing

PC-j **Sea Cloud Park Pathway.** Install a pathway between Sea Cloud Park and the levee pedway.

Responsibility: Parks and Recreation Department, Public Works Department.  
Timeline: 1993 (in conjunction with levee improvement project).

PC-k **Levee Pedway Maintenance.** Maintain the levee pedway, repairing and resurfacing when necessary.

Responsibility: Parks and Recreation Department, Public Works Department.  
Timeline: Current and ongoing.

PC-l **Existing Pedway Enhancement.** Enhance the existing pedway system by providing observation points, water fountains, additional and replacement landscaping, trash cans, additional paved access points with hand rails and additional benches along the pathways.

Responsibility: Parks and Recreation Department, Public Works Department.  
Timeline: Handrails for three of the five paved access points and some other improvements in 1993; for the remainder the financing is undetermined, long-term.

### *Open Space Programs*

PC-m **Waterfront Open Space.** Maintain and improve the quality of existing waterfront open space by adding landscaping, benches, observation areas, and/or exhibits in the Belmont Slough Wildlife Refuge.

Responsibility: Parks and Recreation Department, Public Works Department.  
Timeline: 5 year CIP 1991-92 through 1996-97.

PC-n **Special Needs.** Require that any improvements to open space lands be designed to accommodate people with special needs.

Responsibility: Community Development Department.  
Timeline: During Plan Review

PC-o **Public Access.** Require dedication of open space lands or public access easements as a part of new development along the Bay or the Belmont Slough.

Responsibility: Community Development Department.  
Timeline: During Plan Review

PC-p **Lagoon Waterways Dredging.** Dredge lagoon waterways periodically for maintenance purposes.  
Responsibility: Public Works Department.  
Timeline: Ongoing as needed.

PC-q **Wetlands Enhancement.** Improve wetland areas in accordance with state and federal regulations to enhance the natural characteristics of the wetlands.  
Responsibility: Community Development Department.  
Timeline: During Plan Review

PC-r **Wetlands Mitigation.** Require mitigation for unavoidable disturbance of existing wetlands when approving development projects, such that the amounts and types of wetlands are replaced, maintained, and monitored.  
Responsibility: Community Development Department.  
Timeline: During Plan Review

PC-s **Landscaped Setbacks.** Review all new development or improvement proposals through the City's architectural review process for provision of landscaped setbacks.  
Responsibility: Community Development Department, Planning Commission.  
Timeline: During Plan Review

PC-t **Median Strip Planting.** The City shall continue its median strip planting program along major roadways and bridges in Metro Center, residential neighborhoods, and industrial areas. Landscaping shall include trees, shrubs, other vegetation, and earthen materials that present a coordinated theme for each area. The City will prepare landscape designs for median planting strips, taking into consideration the location of the median, the street width, the need for visibility, the types of landscaping or properties fronting the street, plant maintenance needs and costs, and the time necessary for plants to reach maturity.  
Responsibility: City Council, Planning Commission, Community Development Department, Public Works Department and Parks and Recreation Department.  
Timeframe: Develop landscape plans within one year after adoption of this element.

PC-u **Existing Median Islands.** Replant and redesign existing median islands in accordance with the Median Development Master Plan.  
Responsibility: Community Development Department, Parks and Recreation Department.  
Timeline: 1993-1994

PC-v **Architectural Review.** Review all new development or improvement proposals through the City's architectural review process for: (1) Impacts on access to sunlight; (2) provision of street furniture in public open spaces; and (3) impacts on waterfront views.  
Responsibility: Community Development Department, Planning Commission, City Council.  
Timeline: During Plan Review

PC-w **Development Adjacent to Lagoon or Canal Bulkheads.** Prohibit development directly adjacent to lagoon or canal bulkheads.

Responsibility: Community Development Department.  
Timeline: During Plan Review .

*Conservation Programs*

PC-x **Water Saving Landscaping and Irrigation.** Promote the use of low-water-use landscaping and irrigation devices in parks, and during review of new projects and modifications to existing developments.

Responsibility: Community Development Department, Parks and Recreation Department.  
Timeline: Current and ongoing.

PC-y **Property Owner Water Saving Techniques.** Encourage all property owners to implement the following conservation techniques: utilize drought tolerant plant materials, limit turf areas to 25% of landscaping, limit hours of the day for watering, retrofit with water-conserving fixtures, retrofit existing bathrooms and install new bathrooms with ultra low-flow toilets and water-conserving shower heads.

Responsibility: Community Development Department, Public Works Department.  
Timeline: During Plan Review/prepare brochure following adoption of this Element

PC-z **Water Emergencies.** Declare a state of water emergency when mandatory water conservation and/or water rationing is necessary and prepare newsletter articles and brochures to educate customers about water conservation.

Responsibility: District Board, City Manager's Department, Public Works Department.  
Timeline: As needed.

PC-aa **Water Conservation Plan.** Update the City's Water Conservation Plan. This plan describes water system deficiencies, and water supply and demand within the District service area.

Responsibility: Public Works Department.  
Timeline: 1993.

PC-bb **Water Quality.** Continue existing programs to conserve and protect water quality in accordance with accepted standards.

Responsibility: Public Works Department.  
Timeline: Current and ongoing.

PC-cc **Lagoon Water Quality.** Continue to implement the Lagoon Management Plan in order to conserve and protect lagoon water quality by exchanging water with the Bay, testing and monitoring the water quality in the lagoon system.

Responsibility: Public Works Department.  
Timeline: Current and ongoing.

PC-dd **Lagoon Views and Recreational Opportunities.** Conserve and protect the Foster City Lagoon System by maintaining accessibility for views and recreational opportunities.

Responsibility: Community Development Department.  
Timeline: During Plan Review

PC-ee **Public Information.** Conserve and protect the Foster City Lagoon System by educating the public about problems caused by disposal of toxic wastes into the storm water system and the problems which result from feeding waterfowl.

Responsibility: Public Works Department, Community Development Department.  
Timeline: Prepare brochure following adoption of this Element

PC-ff **Water Quality Discharge.** Conserve and protect the quality of the water that is discharged into the San Francisco Bay through implementation of the Lagoon Management Plan.

Responsibility: Public Works Department.  
Timeline: Current and ongoing

PC-gg **Air Quality Impacts.** Review proposed projects for their potential to affect air quality conditions.

Responsibility: Community Development Department.  
Timeline: During Plan Review

PC-hh **Air Pollution Sensitive Land Uses.** To the extent feasible, separate air pollution sensitive land uses from sources of air pollution.

Responsibility: Community Development Department.  
Timeline: During Plan Review

PC-ii **TSM Ordinance Enforcement.** Enforce the City's Transportation Systems Management (TSM) Ordinance for existing and proposed businesses with more than 25 employees to promote use of SamTrans, vanpools, carpools and flextime working hours for employees.

Responsibility: Community Development Department.  
Timeline: Current and ongoing

PC-jj **Reduction in Automobile Trips.** Encourage Foster City residents and employees to consolidate and/or eliminate motor vehicle trips as often as possible.

Responsibility: Community Development Agency, Planning Division.  
Timeline: Prepare brochure following adoption of this Element

PC-kk **Coordination with Other Agencies in Air Quality Improvements.** Coordinate review of large projects with local, regional and state agencies to improve air quality.

Responsibility: Community Development Department.  
Timeline: During Plan Review

PC-II **Title 24.** Construct new buildings and additions to energy efficiency standards according to Title 24 of the California State Model Code.

Responsibility: Community Development Department.  
Timeline: During Plan Review

PC-mm **Solar Heating and Cooling.** Encourage installation of solar panels for heating and cooling with solar energy.

Responsibility: Community Development Department.  
Timeline: During Plan Review

PC-nn **Solar Heating for Pools.** Encourage property owners to heat all new and existing spas and swimming pools with solar energy.

Responsibility: Community Development Department.  
Timeline: During Plan Review

PC-oo **Energy Information and Outreach.** Continue to expand and monitor information about energy conservation and establish a public outreach program to inform Foster City residents and businesses about the availability and importance of the information.

Responsibility: Community Development Department.  
Timeline: Prepare brochure following adoption of this Element

PC-pp **Citywide Recycling Program.** Continue the citywide residential recycling program for glass, aluminum and newspaper and establish a citywide commercial recycling program for white paper and cardboard.

Responsibility: City Manager's Department, Community Development Department.  
Timeline: Current and ongoing

PC-qq **Source Reduction and Recycling Element.** Implement Source Reduction and Recycling Element in accordance with State regulations.

Responsibility: Community Development Department, City Manager's Department.  
Timeline: Current and ongoing.

PC-rr **Recycling Information.** Inform all Foster City residents and businesses about recycling opportunities.

Responsibility: Community Development Department.  
Timeline: Current and ongoing

PC-ss **Recycling Bins Incentives.** Waive fees and simplify the review process for trash enclosures around recycling bins.

Responsibility: Community Development Department.  
Timeline: Current and ongoing.

PC-tt **City Procurement.** Prepare a City-wide procurement policy for the purchase of recycled products.  
Responsibility: City Manager's Department.  
Timeline: December 1993.

PC-uu **Public Viewing Areas.** Expand public opportunities to learn about wetland areas and endangered species by creating public viewing areas with exhibits.  
Responsibility: Community Development Department.  
Timeline: Within three years following Element Adoption

PC-vv **Wetland Habitat.** Protect wetland habitat from human disturbance by posting signs prohibiting trespassing on vegetation typical of wetland areas.  
Responsibility: Community Development Department, Parks and Recreation Department.  
Timeline: Within one year following Element Adoption.

PC-ww **57 Acre Wildlife Refuge.** Prohibit development within 57 acre wildlife refuge.  
Responsibility: Community Development Department.  
Timeline: During Plan Review.

PC-xx **Projects in the Vicinity of Shoreline Band.** Strictly control development proposals in the vicinity of the shoreline band.  
Responsibility: Community Development Department.  
Timeline: During Plan Review.

PC-yy **National Pollution Discharge Elimination System (NPDES) Stormwater Management Plan.** Continue working with the county-wide task force to develop and implement a stormwater management plan to satisfy NPDES requirements.  
Responsibility: Public Works Department.  
Timeline: Current and ongoing.

## Park, Open Space and Conservation Element Program Summary

Park, Open Space and Conservation Program	Agency Responsible							Time Frame
	CC	PC	CDA	CD	CE	P/R	PW	
<i>Parks and Recreation Programs</i>								
PC-a Recreation User Surveys						**		Ongoing
PC-b Changing Recreation Needs						**		Ongoing
PC-c Multi-Purpose Gym and Rec Center	**					**		When funding available
PC-d Foster City Bikeway System Report						**	**	Ongoing
PC-e Improve Facilities						**		FY 1992-96; long-term
PC-f Marina High School Site	**					**		to be determined
PC-g Park Inspections						**		Ongoing
PC-h Playfield Inspections						**		Ongoing
PC-i Pedestrian Improvements						**		Ongoing
PC-j Sea Cloud Park Pathway						**	**	1993
PC-k Levee Pedway Maintenance						**	**	Ongoing
PC-l Existing Pedway Enhancement						**	**	1993; long-term
<i>Open Space Programs</i>								
PC-m Waterfront Open Space						**	**	1992-97
PC-n Special Needs						**		During Plan review
PC-o Public Access						**		During Plan review
PC-q Wetlands Enhancement							**	Ongoing as needed
PC-r Wetlands Mitigation						**		During Plan review
PC-s Landscaped Setbacks						**		During Plan review
PC-t Median Strip Planting	**	**			**	**	**	During Plan review
PC-u Existing Median Islands					**		**	1993-94
PC-v Architectural Review	**	**			**			During Plan review
PC-w Dev Adjacent to Lagoon or Canal					**			During Plan review
<i>Conservation Programs</i>								
PC-x Water Saving Land and Irrigation					**	**		Ongoing
PC-y Water Saving Techniques					**		**	Ongoing
PC-z Water Emergencies	**						**	CM/Dist
PC-aa Water Conservation Plan							**	
PC-bb Water Quality							**	Ongoing
PC-cc Lagoon Water Quality							**	Ongoing
PC-dd Lagoon Views and Rec Opp.					**			During Plan review
PC-ee Public Information					**		**	Following adoption
PC-ff Water Quality Discharge							**	Ongoing
PC-gg Air Quality Impacts					**			During Plan review
PC-hh Air Pollution Sensitive Land Uses					**			During Plan review
PC-ii TSM Ordinance Enforcement	**			**				Ongoing
PC-jj Reduction in Automobile Trips					**			After adoption
PC-kk Coordination with Other Agencies					**			During Plan review
PC-ll Title 24					**			During Plan review
PC-mm Solar Heating and Cooling					**			During Plan review
PC-nn Solar Hearting for Pools					**			During Plan review
PC-oo Energy Information and Outreach					**			After adoption
PC-pp Citywide Recycling Program					**		CM	Ongoing
PC-qq Source Reduc and Recycling Element					**		CM	Ongoing
PC-rr Recycling Information					**			Ongoing
PC-ss Recycling Bins Incentives					**			Ongoing
PC-tt City Procurement							CM	Dec-93
PC-uu Public Viewing Areas					**			Within 3 years
PC-vv Wetland Habitat					**	**		Within 1 year
PC-ww 57 Acre Wildlife Refuge					**			During Plan review
PC-xx Proj in Vicinity of Shoreline Band					**			During Plan review
PC-yy NPDES Stormwater Management Plan							**	Ongoing



May 1993

GP-11

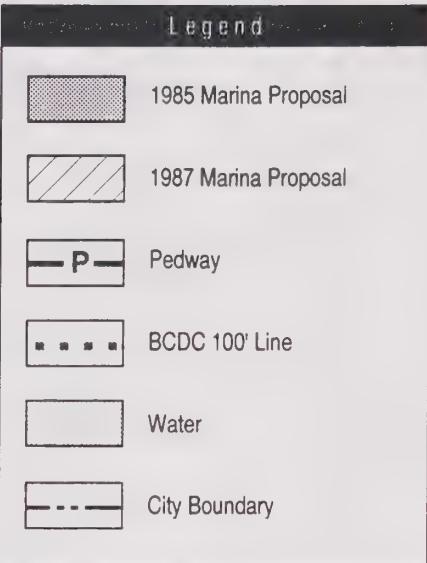
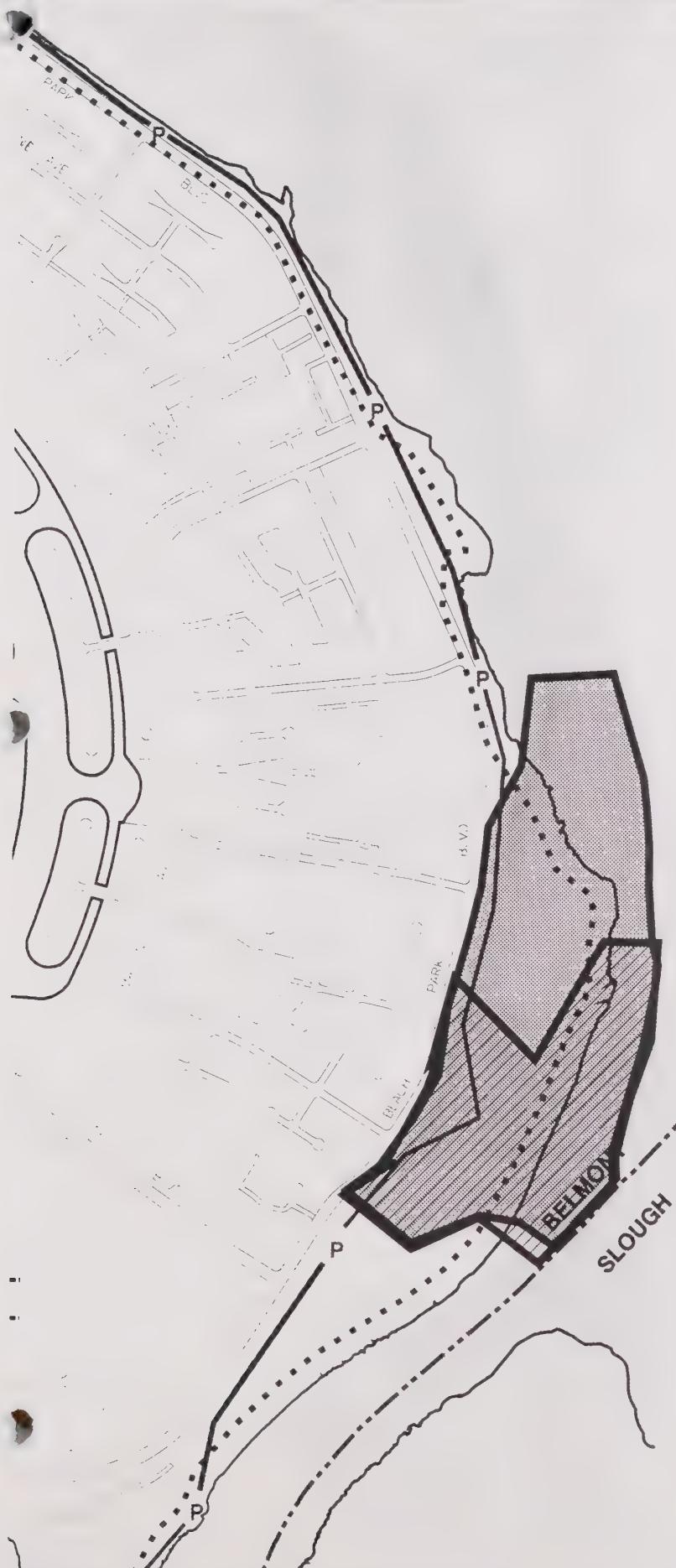
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This base map was developed primarily for General Planning usage. The City of Foster City is not responsible nor liable for use of this map beyond its intended purpose.



Marina Proposal  
City of Foster City - General Plan



*Wildlife refuge boundaries shown on open space plan.*

*This base map was developed primarily for General Planning usage. The City of Foster City is not responsible nor liable for use of this map beyond its intended purpose.*

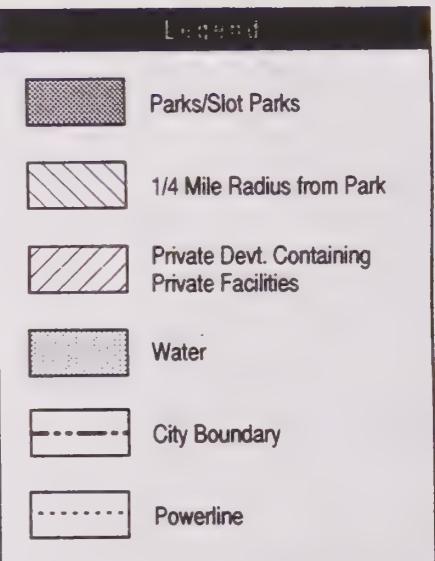
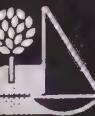
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All residential properties are within 1/4 mile of access to S.F. Bay, Foster City Lagoon, Belmont Slough, or Marina Lagoon.

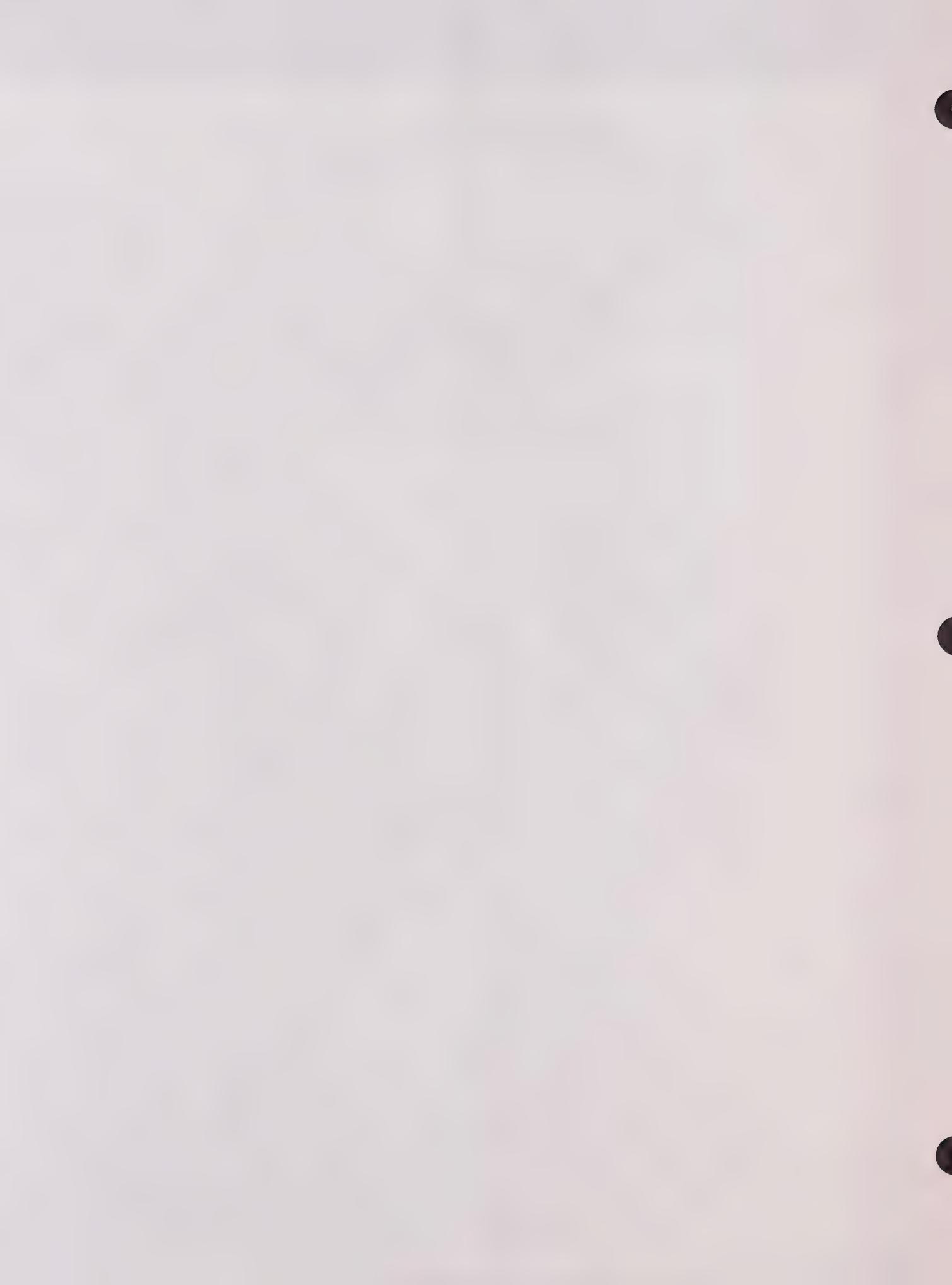
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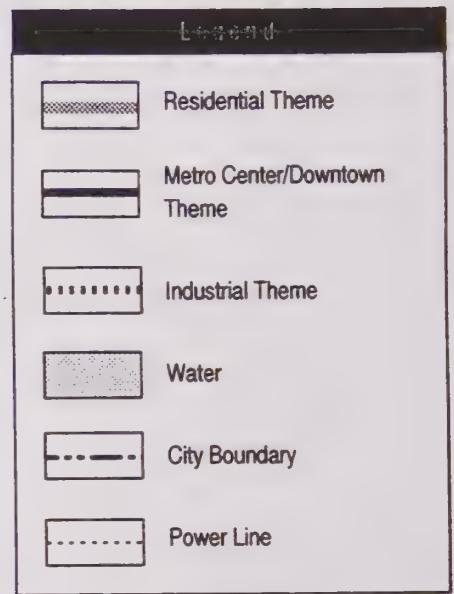
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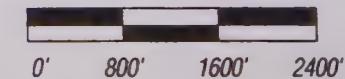


Plan developed in 1987 and under review in 1993.

This base map was developed primarily for General Planning usage. The City of Foster City is not responsible nor liable for use of this map beyond its intended purpose.

May 1993

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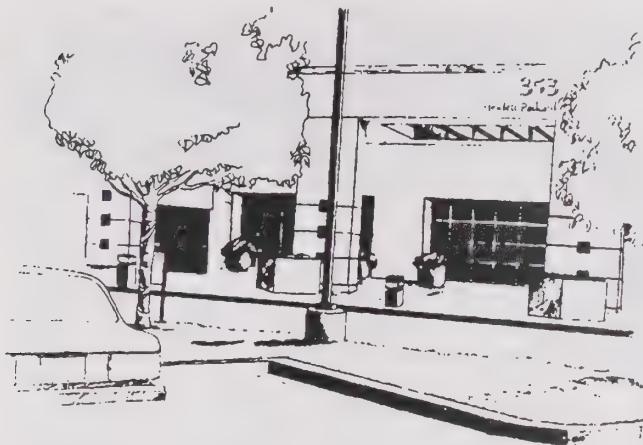






## **Chapter 6. Noise Element**





# Noise Introduction

## Noise Element Purpose

Noise is generally defined as unwanted sound. Whether a sound is unwanted depends on when and where it occurs, what the listener is doing when it occurs, characteristics of the sound (loudness, pitch and duration, speech or music content, irregularity) and how intrusive it is above background sound levels. The purpose of the Noise Element is to appraise existing noise problems in the community and to provide guidance to planners and developers for avoiding problems in the future.

The Noise Element also provides a basis for the regulations prescribed in City ordinances and implemented through the City's Code Enforcement program. In particular, the Noise Ordinance, amended in 1989 and included as part of Title 17 (Zoning) of the Foster City Municipal Code, establishes quantifiable noise standards for nuisance or single-event noise sources consistent with maintaining the health and tranquility within residential areas and the community as a whole.

This chapter is a major revision of the 1976 Noise Element of the Foster City General Plan. The Noise Element is most closely associated with the Land Use and Circulation Element and Residential Neighborhoods Conservation Element. Specific concerns include: (1) establishment of noise compatible land uses; (2) regulation of new

## THE VISION OF FOSTER CITY AS PRESENTED IN THE NOISE ELEMENT

The Noise Element of the Foster City General Plan has three primary concerns:

■ *Preserve and Improve the "Quiet Ambiance" within Existing Neighborhoods.*

Provide a basis for enforcing noise standards to minimize the intrusive effects of nuisance or single-event noise sources (such as construction noise, amplified music, etc.) on the day-to-day quality of life in Foster City.

■ *Assure the Proper Development of Undeveloped Property.*

Integrate noise considerations with the Land Use and Circulation Element, and evaluate the impacts and appropriateness of new development with the noise environment of the City.

■ *Assure that Redevelopment of Developed or Underutilized Property Occurs in a Manner Compatible with Existing Land Uses.*

Establish mitigation measures for any changes in land use as are reasonably necessary to assure compatibility with the surrounding area.

development to limit noise impacts on noise-sensitive uses; (3) minimization of traffic noise; and (4) enforcement of noise standards to protect the existing quality of life.

## State Law Requirements

A Noise Element has been required as part of local General Plans since 1971. The State Legislature adopted the California Noise Control Act of 1973, which defined the following findings and policy:

- (1) Excessive noise is a serious hazard to the public health and welfare.
- (2) Exposure to certain levels of noise can result in physiological, psychological, and economic damage.
- (3) There is a continuous and increasing bombardment of noise in the urban, suburban, and rural areas.

- (4) Government has not taken the steps necessary to provide for the control, abatement, and prevention of unwanted and hazardous noise.
- (5) It is the policy of the State to provide an environment for all Californians free from noise that jeopardizes their health or welfare.

To implement this policy, Section 65302(f) of the California Government Code requires each city to have a Noise Element as part of its General Plan (see excerpt from the Government Code). The Government Code states that the Noise Element should be prepared according to guidelines established by the State Department of Health Services, Office of Noise Control.

### Summary of Key Noise Issues in Foster City

The two major sources of noise in Foster City are traffic noise, primarily from State Route 92, Highway 101 and major City arterial streets, and aircraft noise from San Francisco International Airport and San Carlos Municipal Airport. The Noise Element is particularly concerned with planning for land uses that are typically sensitive to noise impacts, including residential development, nursing homes, schools, wildlife sanctuaries, hospitals and treatment centers.

Noise impacting residential neighborhood quality of life is of special importance in the Foster City Noise Element. Examples of potential noise generators in residential neighborhoods include, among others, special events, retail center operations and the location of play areas (such as school and park play areas). The Noise Element establishes the basis for Code Enforcement and regulation through the Noise Ordinance to control nuisances such as off-hour truck unloading and trash pickup, barking dogs, loud music and vehicle noise.

### STATE LAW REQUIREMENTS FOR NOISE ELEMENTS

**Government Code Section 65302(f):** "A noise element which shall identify and appraise noise problems in the community. The noise element shall recognize the guidelines established by the Office of Noise Control in the State Department of Health Services and shall analyze and quantify, to the extent practicable, as determined by the legislative body, current and projected noise levels for all of the following sources:

- (1) Highway and freeways.
- (2) Primary arterials and major local streets.
- (3) Passenger and freight on-line railroad operations and ground rapid transit systems.
- (4) Commercial, general aviation, heliport, helistop, and military airport operations, aircraft overflights, jet engine test stands, and all other ground facilities and maintenance functions related to airport operation.
- (5) Local industrial plants, including, but not limited to, railroad classification yards.
- (6) Other ground stationary noise sources identified by local agencies as contributing to the community noise environment.

Noise contours shall be shown for all of these sources and stated in terms of community noise equivalent level (CNEL) or day-night average level (Ldn). The noise contours shall be prepared on the basis of noise monitoring or following generally accepted noise modeling techniques for the various sources identified in paragraphs (1) to (6), inclusive.

The noise contours shall be used as a guide for establishing a pattern of land uses in the land use element that minimizes the exposure of community residents to excessive noise.

The noise element shall include implementation measures and possible solutions that address existing and foreseeable noise problems, if any. The adopted noise element shall serve as a guideline for compliance with the state's noise insulation standards."



# Noise Background

## Introduction to Environmental Noise

Understanding environmental noise requires a familiarity with the physical description of noise and the way humans react to different noises. The important physical characteristics of environmental noise include frequency (pitch), amplitude (loudness) and duration. The effects of noise on people can be grouped in three general categories: (1) subjective effects, such as annoyance and nuisance; (2) interference with activities, such as speech and sleep; and (3) physiological effects, such as startle and hearing loss.

The standard unit of sound measurement, which includes both loudness and frequency, is the decibel, abbreviated "dBA". Filters are used with sound level measuring equipment to emphasize various frequency or pitch ranges. The "A" filter is most commonly used since it comes closest to matching the frequency response of the human ear. Airborne sound is a rapid fluctuation of air pressure above and below atmospheric pressure. The pressure fluctuation is caused by a vibrating object. It is received by the ear and perceived by the brain as sound.

Sound pressure levels measured in decibels are calculated on a logarithmic basis. An increase of 10 decibels represents a tenfold increase in sound pressure, or acoustic energy. Zero dBA is the faintest sound a good human ear can hear. Upper limits are approximately 140-160 dBA. The ear begins to feel pain at about 120 dBA.

## DEFINITIONS OF COMMON NOISE TERMS

**Decibel (dB):** A decibel is a unit describing the amplitude of sound, equal to 20 times the logarithm to the base 10 of the ratio of the pressure of the sound measured to the reference pressure, which is 20 micropascals (20 micronewtons per square meter).

**Frequency (Hz):** Frequency is the number of complete pressure fluctuations per second above and below atmospheric pressure.

**A-Weighted Sound Level (dBA):** The sound pressure level in decibels as measured on a sound level meter using the A-weighting filter network. The A-weighting filter de-emphasizes the very low and very high frequency components of the sound in a manner similar to the frequency response of the human ear and correlates well with subjective reactions to noise. All sound levels in this report are A-weighted.

**L01, L10, L50, L90:** The A-weighted noise levels that are exceeded 01%, 10%, 50%, and 90% of the time during the measurement period.

**Equivalent Noise Level (L<sub>eq</sub>):** The average A-weighted noise level during the measurement period.

**Community Noise Equivalent Level (CNEL):** The average A-weighted noise level during a 24-hour day, obtained after addition of 5 decibels to levels in the evening from 7:00 PM to 10:00 PM and after addition of 10 decibels to sound levels in the night between 10:00 PM and 7:00 AM.

**Day/Night Noise Level (L<sub>dn</sub>):** The average A-weighted noise level during a 24-hour day, obtained after addition of 10 decibels to levels measured in the night between 10:00 PM and 7:00 AM.

**Ambient Noise Level:** The composite of noise from all sources near and far. The normal or existing level of environmental noise at a given location.

**Intrusive Noise:** That noise which intrudes over and above the existing ambient noise at a given location. The relative intrusiveness of a sound depends upon its amplitude, duration, frequency, and time of occurrence and tonal or informational content as well as the prevailing ambient noise level.

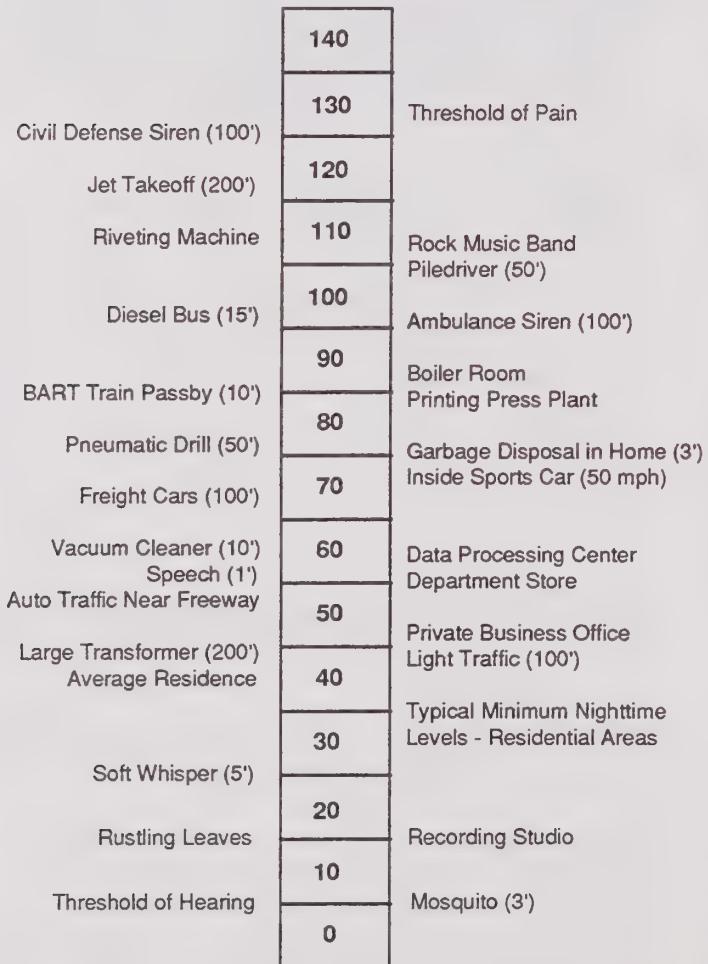
## The Effects of Noise

The noise environment has a significant impact on the City's overall quality of life. Environmental noise, in almost every case, produces effects which are subjective in nature or involve interference with

human activity. However, brief sounds at levels exceeding 70 dBA can produce temporary physiological effects such as constriction of blood vessels, changes in breathing and dilation of the pupils. Steady noises of 90 dBA have been shown to increase muscle tension and adversely affect simple decision making. Long-term exposure to levels exceeding 70 dBA can cause hearing loss.

### Typical Sound Levels Measured in the Environment and Industry

#### A-Weighted Sound Pressure Level in Decibels



(100') = Distance in feet between source and listener

Source: Illingworth & Rodkin, 1991.

The degree of noise impact can depend on people's awareness and attitudes. People are more likely to object to noise they believe is unnecessary and less likely to object to sounds associated with safety concerns. Attitudes that can decrease noise impacts are whether one's employment is derived

### MEDICAL AND ECONOMIC EFFECTS OF NOISE

#### Medical and Annoyance Effects of High Noise Levels:

According to the Environmental Protection Agency (EPA), damage to the human ear can occur at about 70 dBA. Permanent hearing damage can occur at 80-85 dBA, if sustained over 8 hours a day over the course of a worker's career. Higher levels cause hearing damage in a shorter period of time. Noise above 40-45 dBA can disturb a sleeping person; whether a person awakens will depend on noise levels, type of noise, stage of sleep, age, and so on. Older people and persons who are ill are particularly susceptible to sleep interference caused by noise. Speech interference begins occurring at 45-50 dBA, and becomes severe at 60 dBA or above. Sounds above 70dBA can cause physical stress reactions, such as tightening of the stomach muscles, increased heartbeat and adrenaline flow. Over a period of time these reactions can lead to ulcers, intestinal malfunctions, and heart disease.

**Economic Effects of High Noise Levels:** Studies have found that work performance can be affected at noise levels of 65 dBA and above. Some effects of noise on work performance are as follows: Noise is more likely to reduce the accuracy of work than to reduce quantity. Complex tasks are more likely to be affected by noise. Higher frequency, intermittent and impulsive sounds are more disruptive than lower or more steady state sounds. Noise causes higher accident rates. Other adverse economic costs of noise are housing turnover; soundproofing for noise-producing equipment and noise-impacted buildings; and the costs of constructing noise barriers adjacent to noise sources.

from it, or whether the noise is viewed as a typical condition and there is little that can be done about it.

In any typical noise environment, about 10 percent of the population will object to any noise not of their own making and 25 percent will not react or complain at all, regardless of the level of noise being generated (Illingworth & Rodkin, 1991). Noise control measures then are most beneficial to the remaining 65 percent of the population who are neither ultrasensitive nor insensitive to noise.

Negative reaction to noise generally increases with the increase in difference between background, or ambient, noise and the noise generated from a particular source such as traffic or railroad operations. In most situations, noise control measures need to reduce noise by five to ten dBA in order to effectively reduce complaints.

People generally have the ability to distinguish one sound from a background of sounds, such as a telephone ringing over music. However, certain noise levels can render a sound inaudible, for example, when heavy trucks interfere with a conversation. Face-to-face conversation usually can proceed where the noise level is up to 66 dBA, group conversations up to 50 or 60 dBA, and public meetings up to 45 or 55 dBA, without interruption.

Sleep interference is more difficult to quantify, although studies have shown that progressively deeper levels of sleep require louder noise levels to cause a disturbance. The California Office of Noise Control (ONC) recommends that individual events within sleeping areas should not exceed 50 dBA in residential areas exposed to noise levels of 60 Ldn or greater. Interior noise standards of 45 Ldn will protect against sleep interference in most typical traffic noise environments.

### Background Basis for Noise Standards

It is difficult to specify noise levels which are generally acceptable to everyone. What is annoying to one person may be unnoticed by another. Standards may be based on documented complaint activity in response to documented noise levels, or based on studies on the ability of people to sleep, talk or work under various noise conditions. All such studies, however, recognize that individual responses vary considerably. Standards usually address the needs of most of the population.

With this caution in mind, noise standards for planning purposes need to examine outdoor and indoor noise levels acceptable for different uses. The standards must relate to existing conditions in the City so that they are realistically enforceable and consistent with other General Plan objectives. The State Government Code requires that sound level information in noise elements of general plans be expressed in Ldn or CNEL, as described earlier.

### Background on Noise Standards

The Ldn noise descriptor was developed by the United States Environmental Protection Agency (EPA) in the early 1970's to assess the compatibility of residential development with various levels of environmental. The EPA, under the direction of the United States Congress, determined that an Ldn of

55 dB is the level requisite to protect the public health and welfare in residential areas where outdoor use is important. Their recommendation included a 5 decibel factor of safety. Their studies indicate that at an Ldn of 60 decibels, there begin to be significant problems with speech interference outdoors and activity and sleep disturbance problems indoors. The noise level near State Route 92 clearly exceeds acceptable levels.

The outdoor noise environment throughout the United States varies considerably. Outdoor Day-Night Average (Ldn) sound levels can be as low as 30 to 40 dBA (Ldn) in wilderness areas and as high as 85-90 dBA (Ldn) in noisy industrial urban areas. The EPA has estimated that nearly half of the nation's metropolitan population live in areas exposed to levels between 55 to 60 dBA (Ldn). Generally, in Foster City, Ldn levels in residential areas and in backyard areas shielded by homes from major roads are below 60 dBA (Ldn).

### Land Use Compatibility Standards

To provide a satisfactory noise environment and to minimize complaints about community noise, the City must have standards for evaluating compatibility with respect to outdoor and certain indoor noise levels. The purpose of a land use compatibility analysis is to screen projects which may require specific design considerations to mitigate noise impacts. The noise exposure contours, as described in the previous section, will be used in conjunction with the land use compatibility considerations to make such a determination. This could apply to both new and major redevelopment projects. A noise compatibility table is included below as a basis for determining land use compatibility with the City's noise environment.

The noise exposure in the compatibility table refers to the outdoor day/night average noise level (Ldn). A project in the "normally acceptable" category would be acceptable in terms of both its indoor/outdoor noise exposure without special noise abatement measures. Where outdoor noise exposure is less important, projects can be designed to provide acceptable interior environments in the "conditionally acceptable" category. This may involve providing air conditioning so that windows can remain closed, or,

## Land Use Compatibility Standards

Land Use Category	Community Noise Exposure Ldn dB					
	55	60	65	70	75	80
Residential	██████████	██████████	██████████	██████████	██████████	██████████
Transient Lodging	██████████	██████████	██████████	██████████	██████████	██████████
Schools, Libraries, and Hospitals	██████████	██████████	██████████	██████████	██████████	██████████
Auditoriums and Concert Halls	██████████	██████████	██████████	██████████	██████████	██████████
Sports Arena	██████████	██████████	██████████	██████████	██████████	██████████
Playgrounds and Parks	██████████	██████████	██████████	██████████	██████████	██████████
Golf Courses and Riding Stables	██████████	██████████	██████████	██████████	██████████	██████████
Office Buildings and Business Commercial	██████████	██████████	██████████	██████████	██████████	██████████
Industrial and Manufacturing	██████████	██████████	██████████	██████████	██████████	██████████

 **NORMALLY ACCEPTABLE**  
Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal construction, without any special noise insulation requirements.

 **CONDITIONALLY ACCEPTABLE**  
New construction or development should be undertaken only after a detailed analysis of noise reduction requirements is made and needed noise insulation features included in the design.

 **NORMALLY UNACCEPTABLE**  
New construction or development should be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in design.

Source: Derived from Land Use Compatibility table developed by the California Office of Noise Control

 **CLEARLY UNACCEPTABLE**  
New construction or development clearly should not be undertaken.

at higher levels, sound rated windows and walls. Acoustical reports should be required where the noise exposure is "conditionally acceptable" or "normally unacceptable", especially for multiple family projects.

The intent of the 60dBA (Ldn) standard is to provide, either through design, location or insulation, for interior noise levels no greater than 45dBA (Ldn), which is generally accepted as the maximum acceptable noise level for most indoor residential activities. This assumes that the typical building reduces outdoor noise by 10-15 decibels with windows open and 20-24 decibels with windows closed (smaller windows and better construction can provide the higher end of the range). Typically, if

outdoor noise is less than 60 dBA (Ldn), average wall and window construction will reduce noise levels below 45 dBA (Ldn), even with partially open windows. Closed windows and mechanical ventilation may be needed where outdoor noise levels are above 60 dBA (Ldn).

### State Noise Insulation Standards

State Noise Insulation Standards are consistent with the Office of Noise Control residential Land Use Compatibility standards. In 1974, the State adopted Noise Insulation Standards (Title 25, State Administrative Code) for new hotels, motels, and dwellings other than single family detached dwellings. Those standards established 45 dBA (Ldn) as the maximum interior sound level (attributable to exterior sources) in any room. Where exterior sound levels are 60 dBA (Ldn) or above, acoustical analyses for projects are required to ensure that the structure has been designed to limit outside noise to the allowable interior levels.

The State Noise Insulation Standards also include standards to be met for sound transmission between units. One of the purposes of requiring noise elements in local general plans is to help implement State insulation regulations by identifying where special remedial measures are required.

### Indoor Noise Standards

There is general concurrence that a day-night average of 45 decibels (45 dBA [Ldn]) is the highest acceptable residential interior noise level. However, this standard is not very protective against sleep disturbance. Establishing a local standard of 40 dBA (Ldn) for new bedrooms in any multiple family projects would protect against sleep interference and would encourage building designs which locate sensitive sleeping areas on the quieter side of the building. Such a standard would also be appropriate for sleeping rooms in hospitals and nursing homes, where people are particularly sensitive to sleep interference from noise.

The basis for establishing indoor noise levels for other uses would be to minimize disturbance, maintain adequate speech communication and protect against hearing loss. Appropriate interior noise levels in commercial buildings is dependent on the use of the space. For example, noise levels in private offices should generally be quieter than for

word processing rooms. Therefore, interior noise level criterion should be the responsibility of the commercial occupant or project sponsor, provided they do not exceed Occupational Health and Safety Administration (OSHA) limits.

### Background on Noise Control

Standards for vehicle noise, the major noise source impacting the City, are enforced through state law. Recent studies have shown that the most objectionable feature of traffic noise is the sound produced by vehicles equipped with illegal or faulty exhaust systems. In addition, such vehicles are often operated in a manner that causes tire squeal and excessively loud exhaust noise. There are a number of statewide vehicle noise regulations that can be enforced by local authorities as well as the California Highway Patrol. Specifically, Sections 23130, 23130.5, 27150, 27151, and 38275 of the California Vehicle Code, as well as excessive speed laws, may be applied to curtail this problem. Both the Highway Patrol and the State Department of Health Services (through local health departments) are available to aid local authorities in code enforcement and training pursuant to proper vehicle sound level measurements.

Nuisance noise problems control would fall under the City's Noise Ordinance §17.68.030, of the Zoning Code, which prohibits loud or unnecessary noises and establishes specific performance standards and hours of operation for noise generating activities. The City may also prosecute major noise problems under the "disturbing the peace" section of the State Penal Code which states: "Any person who maliciously and willfully disturbs another person by loud or unreasonable noise, or by tumultuous or offensive conduct . . . is guilty of a misdemeanor, and upon conviction by a court of competent jurisdiction shall be punished by fine not exceeding two hundred dollars, or by imprisonment in the county jail for not more than ninety days, or by both fine and imprisonment, or either, at the discretion of the court."

### Significant Existing Noise Generators

A noise monitoring survey was conducted in November, 1990 as part of the preparation of the updated Noise Element. Data gathered during the

recent preparation of the East Third Avenue/State Route 92 Interchange EIR and the Vintage Park EIR were also used to quantify the existing noise environment. The noise measurement locations are shown in the Noise Element Technical Appendix.

All noise measurements were conducted with Larson-Davis Laboratories Model LDL-700 integrating sound level meters equipped with Brüel & Kjaer Type 4176 pre-polarized condenser microphones. These meters meet the electrical frequency response criteria for American National Standards Institute Standard S1.4-1971 for Type 1 (precision) sound level meters. Sound meters were calibrated before and after each measurement.

### *Existing Traffic Noise*

The major traffic noise sources in Foster City are the Bayshore Freeway (U.S. 101) and State Route 92; and primary arterials including East Hillsdale Boulevard, East Third Avenue, Metro Center Boulevard, Edgewater Boulevard, Beach Park Boulevard, Foster City Boulevard, and Shell Boulevard. Continuous 24-hour noise measurements and measurements of shorter duration recently have been made along most of these streets either for other projects over the past three years, or in preparation of the Noise Element.

The Noise Element Technical Appendix summarizes the results of the various 24-hour measurements and shows the normalized Ldn noise levels at 100 feet from the center of the road. In addition, short term measurements are included. The 100-foot distance was used to standardize the noise readings.

The highest noise levels are generated along the Bayshore Freeway and State Route 92. The Ldn at a distance of 100 feet from the centerline of these highways range from 77 to 82 decibels. East Hillsdale Boulevard is the next most significant traffic noise source generating an Ldn of 67 to 72 dB at a distance of 100 feet from the centerline of the road, depending upon the traffic volume and speed along a given section of the roadway. Other major streets such as Foster City Boulevard, Edgewater Boulevard, Shell Boulevard, and East Third Avenue, generate Ldn levels between 65 to 68 decibels at a distance of 100 feet from the centerline of the roadway.

### Existing Aircraft Noise

Aircraft preparing for landing at San Francisco International Airport and general aviation from the San Carlos Municipal Airport are also significant noise sources in the City of Foster City. Jet aircraft noise is most significant in the northeastern portion of Foster City. Planes on their final approach to the San Francisco International Airport fly at an altitude as low as 1500 feet over Foster City. During the noise monitoring survey jet aircraft generated maximum noise levels of up to 90 decibels. In Foster City, Neighborhoods #1, #2 and #3 are particularly impacted by aircraft overflights.

Two parallel approach paths are used for landings in the San Francisco International Airport and it is, therefore, quite common for two planes at a time to be landing and for several others to be circling overhead waiting to land. The westernmost path is above the eastern portion of Foster City. The other path is over the Bay. Most of the larger aircraft use the landing path above Foster City. The aircraft fly over Foster City in an attempt to achieve an early line-up with the runway while they lock onto the navigational system of the Airport.

The Noise Abatement Office of the San Francisco International Airport has a noise monitor (#12) located at the corner of Gull Avenue and Beach Park Boulevard which collects aircraft data continuously. The data collected is used to calculate the CNEL (or noise exposure levels) at that location. The airport is required by law to report aircraft noise exposure in terms of the CNEL. The CNEL is generally within 1 decibel (dB) of the Ldn.

Data collected at the various monitors around the airport are used to predict the noise exposure contours (CNEL) around the San Francisco International Airport which are published in the "Quarterly Noise Report" (issued by the San Mateo County Planning Division). At noise monitor #12 and for the year ending December 31, 1989, the daily CNEL varied between 52 decibels to 77 decibels. The quarterly CNEL's between 1987 and 1989 ranged from 58 to 65 decibels and the annual CNEL for the same years ranged from 59 to 62 decibels. The average quarterly CNEL over the time period of 1987 to 1989 was 61 dB and the average annual CNEL for the same time period was 60 decibels.

The Technical Appendix includes a summary of noise data collected at monitor #12 between 1987 and 1989. Based on data collected by monitor #12 and during the monitoring conducted by Illingworth & Rodkin as part of the Noise Element update, the annual average 60 dB CNEL noise contour due to aircraft operations at the San Francisco International Airport is shown on the noise exposure map. During the monitoring survey, several general aviation planes flew over the city generating A-weighted maximum noise levels up to 70 decibels. Most of these planes originated from the San Carlos Municipal Airport and their flying patterns were quite random. The 55-CNEL noise contour published by the San Mateo County Planning Division for the San Carlos Municipal Airport is outside the city limits of Foster City.

### Other Significant Existing Noise Generators

As shown in the sidebar on the next page, other "nuisance" noise sources also impact on the quality of life in Foster City. Examples of potential noise generators in residential neighborhoods include, among others, special events, retail center operations and the location of play areas (such as school and park play areas). The Noise Element establishes the basis for Code Enforcement and regulation through the Noise Ordinance to control nuisances such as off-hour truck unloading and trash pickup, barking dogs, loud music and vehicle noise.

The Noise Element is also concerned with planning for land uses that are typically sensitive to noise impacts, including residential development, nursing homes, schools, wildlife sanctuaries, hospitals and treatment centers. These issues are identified in the Planning for Potential Noise Impacts in Foster City table at the end of the Noise Background section. Specific issues covered include:

- (1) Parking Area Noise.
- (2) Play Area Noise.
- (3) Trash Pick-up.
- (4) Park Noise.
- (5) Retail Area Noise.
- (6) Traffic Noise.
- (7) Aircraft Noise.
- (8) Rooftop Heating and Cooling Equipment.
- (9) Noise from Civic Events.
- (10) Miscellaneous Sources.

### POTENTIAL NOISE GENERATORS IN RESIDENTIAL AREAS

- (1) **Churches:** Parking lots, special events or regular services that begin early or late in the day.
- (2) **Schools:** Play areas that are too close to residential development and parking lots.
- (3) **Retail Centers:** Loading docks, very early or late unloading of trucks and trash pick up.
- (4) **Restaurants:** Noisy customers and amplified music or other entertainment.
- (5) **Parks:** Location of play equipment too close to residential development, too many people in the park for a special event or weekly sports (such as Little League or soccer), parking and traffic related noise and late night use by children and events.
- (6) **Traffic:** Traffic from freeways and arterial streets, loud vehicles (motorcycles, emergency vehicles, honking horns, street sweepers).
- (7) **Personal Equipment:** Noise from leaf blowers and other small machinery, such as power saws, drills, lawn mowers and garden equipment.
- (8) **Construction:** Construction related noise.
- (9) **Nuisances:** Barking dogs and illegal vehicles.
- (10) **Aircraft Overflights:** Especially in Neighborhoods 1, 2 and 3.
- (11) **Special Events:** Fourth of July, City Birthday and Art and Wine Festival.
- (12) **Mechanical Equipment:** Rooftop HVAC equipment running in the early morning or late evening near residential development.
- (13) **Music:** Loud music, car radios and instrumental music (rock bands performing in garages).
- (14) **Children Playing:** Children playing in front yards, streets, parks and school yards, especially during early or late times.

increase in Ldn between 1990 conditions and build-out of the City (year 2005) include the following street segments. It should be noted that a 10 decibel increase results in a doubling of the noise level and a 3 to 4 decibel increase is considered to be a just-perceivable difference.

- (1) State Route 92 between Foster City Boulevard and the San Mateo Bridge.
- (2) Beach Park Boulevard between Marlin and Foster City Boulevard.
- (3) Edgewater Boulevard between Metro Center Boulevard and East Hillsdale Boulevard.
- (4) East Third Avenue between Lakeside and Foster City Boulevard.
- (5) Metro Center between Vintage and Shell.
- (6) Vintage Park Drive between Chess Drive and Metro Center Boulevard.
- (7) Chess Drive between Hansen and Vintage.

### Noise Exposure Contour Maps

A Noise Contour map (Map GP-15) was prepared by Illingworth & Rodkin as part of the Noise Element update showing the future (year 2005) Ldn noise contours for the Bayshore Freeway, State Route 92 and primary arterials. This information is also shown in tabular form on the following pages and in the Technical Appendix. The existing and future Ldn along each of the major streets in the City of Foster City was calculated using a traffic noise prediction model (Federal Highway Administration model, FHWA-RD-77-108) which takes into account the traffic volume, the speed of the traffic, the percentage of the traffic that are trucks and buses, and the daytime variation of noise levels measured along the various roadway facilities. Noise levels predicted by the model and measured during the monitoring were well in agreement with each other.

The maps also show the 60-CNEL noise contour due to aircraft activity from the San Francisco International Airport. A larger scale version of the map (at a scale of 1 inch equals 800 feet) is available at the Planning Department. A reduced version is included at the end of this section.

### Significant Future Changes to the Existing Noise Environment in Foster City

In general, the noise environment in Foster will remain as it is. The area exposed to highway traffic noise from the Bayshore Freeway and State Route 92 is expected to increase in impacting-distance an average of 11% and 7% respectively. Those streets anticipated to have between a 3 decibel to 4 decibel

### Appendices

*Foster City Noise Element Background Report (1991) and Foster City General Plan EIR Noise Section (January, 1993), Illingworth & Rodkin.*

## Existing (1990) and Future (2010) Traffic Noise Contour Distances\*

Location	ADT	MPH	Truck %	Ldn @ Ldn Contour Distance (in Feet from Centerline)						
				50 Ft.	80 Ldn	75 Ldn	70 Ldn	65 Ldn	60 Ldn	
<b>BAYSHORE FREEWAY</b>										
Exist	SR-92-	214,000	55	3%	85	137	294	634	1,366	2,943
Future	Hillsdale Blvd	222,830	55	3%	85	140	302	651	1,403	3,023
Exist	Hillsdale Blvd-	203,000	55	3%	85	132	284	612	1,319	2,841
Future	Marine World Pkwy	236,313	55	3%	85	146	314	677	1,459	3,144
<b>BEACH PARK BOULEVARD</b>										
Exist	Gull-	4,921	35	1%	63	0	0	0	30	93
Future	Marlin	4,800	35	1%	63	0	0	0	29	91
Exist	Marlin-	3,673	35	1%	61	0	0	0	0	70
Future	Foster City Blvd	8,200	35	1%	65	0	0	0	49	134
Exist	Foster City Blvd-	4,548	35	1%	62	0	0	0	27	86
Future	Shell	5,700	35	1%	63	0	0	0	34	105
Exist	Shell-	13,836	35	1%	67	0	0	26	83	190
Future	Edgewater	11,200	35	1%	66	0	0	0	67	165
<b>CHESS DRIVE</b>										
Exist	Hansen-	7,184	25	1%	61	0	0	0	0	65
Future	Vintage Park	15,000	25	1%	63	0	0	0	43	122
Exist	Vintage Park-	7,981	25	2%	68	0	0	0	32	101
Future	SR 92 Ramps	9,200	25	2%	68	0	0	0	37	111
Exist	SR 92 Ramps-	20,839	25	2%	59	0	0	27	84	192
Future	Foster City Blvd	23,300	25	2%	55	0	0	30	94	207
<b>EDGEWATER BOULEVARD</b>										
Exist	SR-92-	22,429	35	2%	70	0	0	54	144	309
Future	Metro Center Blvd	26,300	35	2%	71	0	0	64	160	344
Exist	Metro Center Blvd-	17,707	35	2%	69	0	0	43	123	264
Future	E. Hillsdale Blvd	31,800	35	2%	72	0	0	77	181	391
Exist	E. Hillsdale Blvd-	21,382	35	1%	69	0	0	41	118	255
Future	Beach Park Blvd	21,500	35	1%	69	0	0	41	119	255
Exist	Beach Park Blvd-	19,966	35	0%	67	0	0	28	88	198
Future	Biscayne	20,200	35	0%	68	0	0	28	89	200
Exist	Biscayne-	8,938	35	0%	64	0	0	0	40	118
Future	Baffin	9,200	35	0%	64	0	0	0	42	120

**\*Notes**

- (1) "0" indicates that the distance from the center of the road to the particular Ldn contour is less than 50 feet.
- (2) First row denotes existing (1992) condition; second row denotes future (2005) condition.
- (3) "Truck %" is the percentage of Average Daily Traffic volume (ADT) which is heavy trucks.

## Existing (1990) and Future (2005) Traffic Noise Contour Distances\* (continued)

Location	ADT	MPH	Truck %	Ldn @ Ldn Contour Distance (in Feet from Centerline)						
				50 Ft.	80 Ldn	75 Ldn	70 Ldn	65 Ldn	60 Ldn	
<b>EAST HILLSDALE BOULEVARD</b>										
Exist	Norfolk-	38,030	40	2%	74	0	39	114	246	531
Future	Altair Avenue	50,000	40	2%	75	0	51	137	296	637
Exist	Altair Avenue-	26,626	40	2%	72	0	27	86	194	419
Future	Edgewater	32,900	40	2%	73	0	33	104	224	482
Exist	Edgewater-	24,800	40	2%	72	0	25	80	185	399
Future	Shell Blvd	30,300	40	2%	73	0	31	97	212	456
Exist	Shell Blvd-	17,761	35	2%	69	0	0	43	123	265
Future	Foster City Blvd	18,500	35	2%	70	0	0	45	126	272
Exist	Foster City Blvd-	11,998	35	1%	67	0	0	0	72	173
Future	Pilgrim Drive	12,000	35	1%	67	0	0	0	72	173
Exist	Pilgrim Drive-	14,389	35	1%	67	0	0	0	86	195
Future	Beach Park Blvd	14,200	35	1%	67	0	0	0	85	194
<b>EAST THIRD AVENUE</b>										
Exist	Anchor-	13,570	45	2%	71	0	0	57	147	318
Future	Mariners Island	24,900	45	2%	73	0	33	103	221	476
Exist	Lakeside-	7,927	45	2%	68	0	0	33	103	222
Future	Marsh Drive	20,500	45	2%	72	0	27	85	194	418
Exist	Marsh Drive-	7,597	45	2%	68	0	0	32	100	216
Future	Foster City Blvd	18,900	45	2%	72	0	0	79	184	296
Exist	Foster City Blvd-	5,369	45	2%	67	0	0	--	71	171
Future	SR 92 (future)	28,000	45	2%	74	0	37	111	239	515
<b>FOSTER CITY BOULEVARD</b>										
Exist	East Third Ave-	8,921	35	2%	66	0	0	0	68	167
Future	Vintage Park Drive	9,000	35	2%	66	0	0	0	69	168
Exist	Vintage Park Drive-	10,452	35	2%	67	0	0	25	80	186
Future	Chess Drive	11,900	35	2%	68	0	0	29	91	203
Exist	Chess Drive-	27,197	35	2%	71	0	0	66	163	352
Future	Metro Center Blvd	37,800	35	2%	73	0	0	92	203	438
Exist	Metro Center Blvd-	23,931	35	2%	71	0	0	58	150	323
Future	East Hillsdale Blvd	25,700	35	2%	71	0	0	62	157	339
Exist	East Hillsdale Blvd-	21,636	35	1%	69	0	0	41	119	257
Future	Balclutha Drive	23,200	35	1%	69	0	0	44	125	269

**\*Notes**

- (1) "0" indicates that the distance from the center of the road to the particular Ldn contour is less than 50 feet.
- (2) First row denotes existing (1992) condition; second row denotes future (2005) condition.
- (3) "Truck %" is the percentage of Average Daily Traffic volume (ADT) which is heavy trucks.

## Existing (1990) and Future (2005) Traffic Noise Contour Distances\* (continued)

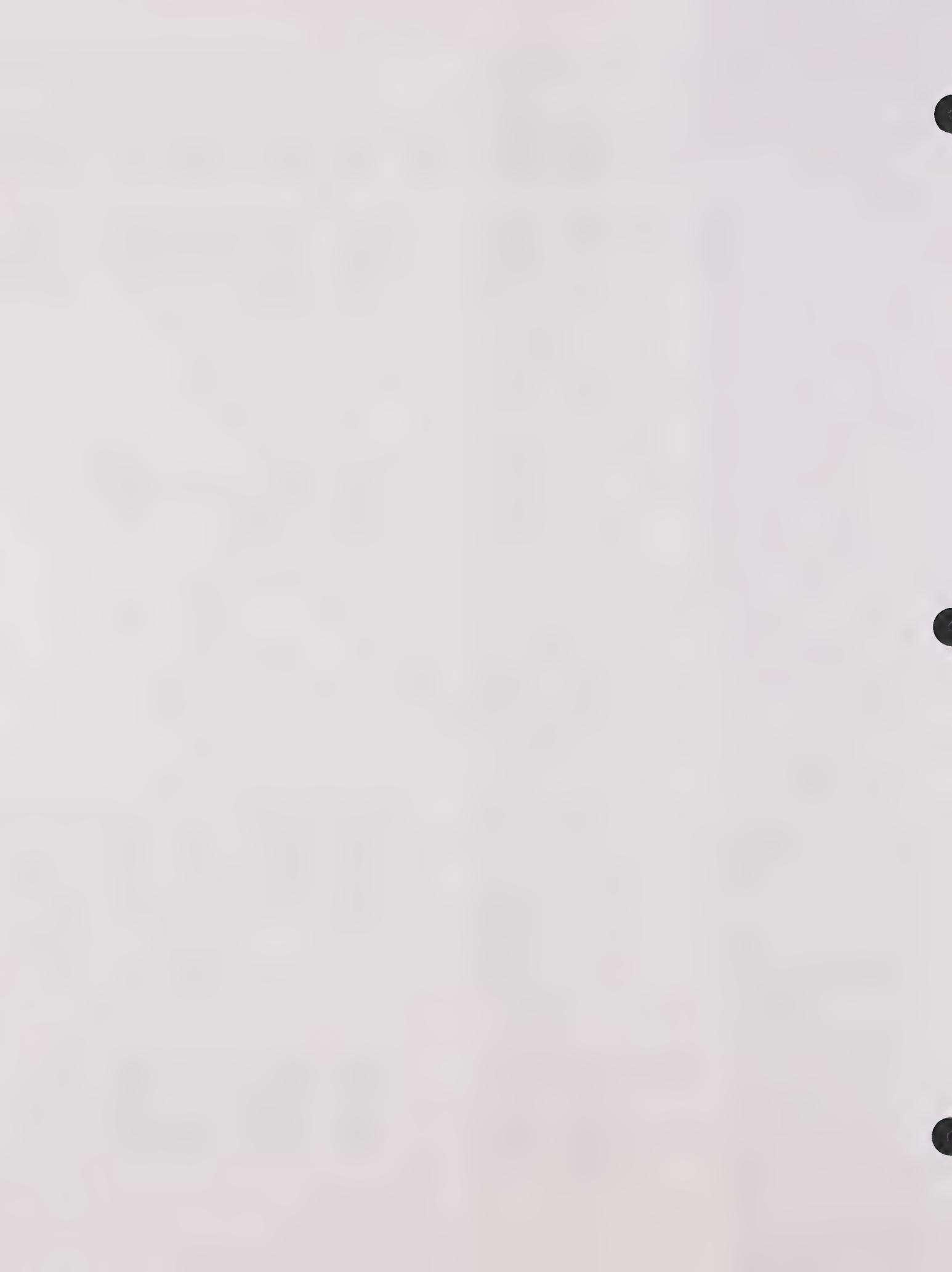
Location		ADT	MPH	Truck %	Ldn @ Ldn Contour Distance (in Feet from Centerline)					
					50 Ft.	80 Ldn	75 Ldn	70 Ldn	65 Ldn	60 Ldn
<b>EAST HILLSDALE BOULEVARD (continued)</b>										
Exist	Balclutha Drive-	14,970	35	1%	68	0	0	28	90	201
Future	Bounty Drive	16,500	35	1%	68	0	0	31	99	214
Exist	Bounty Drive	14,408	35	1%	67	0	0	27	87	196
Future	Marlin Avenue	15,900	35	1%	68	0	0	30	95	209
Exist	Marlin Avenue-	2,598	35	0%	59	0	0	0	0	41
Future	Beach Park Blvd	3,800	35	0%	61	0	0	0	0	60
<b>METRO CENTER BOULEVARD</b>										
Exist	Edgewater-	5,092	35	1%	63	0	0	0	31	97
Future	Vintage Park	8,950	35	1%	65	0	0	0	54	142
Exist	Vintage Park-	8,184	35	1%	65	0	0	0	49	134
Future	Shell	18,600	35	1%	68	0	0	35	108	232
Exist	Shell	19,544	35	2%	70	0	0	47	131	282
Future	Foster City Blvd	22,100	35	2%	70	0	0	54	142	306
<b>SHELL BOULEVARD</b>										
Exist	Metro Center Blvd-	7,273	30	2%	64	0	0	0	41	119
Future	East Hillsdale Blvd	10,600	30	2%	66	0	0	0	60	153
Exist	East Hillsdale Blvd-	13,734	35	1%	67	0	0	26	82	189
Future	Bounty Drive	15,900	35	1%	68	0	0	30	95	209
Exist	Bounty Drive-	12,058	35	1%	67	0	0	0	72	174
Future	Catamaran	13,000	35	1%	67	0	0	0	78	183
Exist	Catamaran-	7,331	35	1%	64	0	0	0	44	125
Future	Beach Park Blvd	7,900	35	1%	65	0	0	0	47	131
<b>STATE ROUTE 92</b>										
Exist	Edgewater Blvd-	92,600	55	4%	82	77	180	388	837	1,803
Future	Foster City Blvd	140,000	55	4%	84	110	237	512	1,102	2,375
Exist	Foster City Blvd	65,800	55	4%	80	54	144	309	666	1,435
Future	San Mateo Bridge	11,800	55	4%	83	98	212	456	983	2,119
<b>VINTAGE PARK DRIVE</b>										
Exist	Metro Center Blvd-	6,262	30	1%	62	0	0	0	26	83
Future	Chess Drive	12,700	30	1%	65	0	0	0	54	142
Exist	Chess Drive-	4,555	30	1%	61	0	0	0	0	61
Future	Lakeside	14,100	30	1%	66	0	0	0	59	152

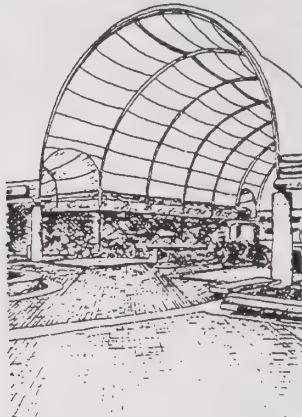
**\*Notes**

- (1) "0" indicates that the distance from the center of the road to the particular Ldn contour is less than 50 feet.
- (2) First row denotes existing (1992) condition; second row denotes future (2005) condition.
- (3) "Truck %" is the percentage of Average Daily Traffic volume (ADT) which is heavy trucks.

PLANNING FOR POTENTIAL NOISE IMPACTS IN FOSTER CITY

Noise Issue	Residential Parking	Church Parking	Retail Parking	Park Parking	School Parking	School/Park Play Areas	Residential Tot Lot	Trash Pick-up	Civic/Special Park Events	Park Night Use	Loading and Unloading	Restaurant/Entertain	Construct Noise	Traffic Noise	Aircraft Noise	Rooftop HVAC	Loud Music, Lawn Equip	Children Playing	Barking Dogs
LAND USE CONFLICT	MAY AFFECT SPECIFIC UNITS IN A PARKING PROJECT	TIME AND LOCATION OF UNITS IN A PARKING PROJECT	TIME, LOCATION OF PARKING	TIME AND LOCATION OF PLAY AREA AND AMOUNT OF PARKING	LOCATION OF TOT LOT TIME	LOCATION OF TRASH AREA	TIME AND DURATION	TIME, LOCATION OF TRASH AREA AND DURATION	TIME AND DURATION	TIME AND DURATION	TIME AND DURATION	TIME AND DURATION	HOMES ON ARTERIAL STREETS	TIME, DURATION AND ADJACENT HOMES	RESIDENTIAL AREAS	RESIDENTIAL AREAS	✓		
SINGLE INCIDENT	NO	NO	NO	NO	NO	NO	NO	NO	YES				NO	NO			NO		
AVOIDABLE	IN NEW DEVELOPMENT	DIVERT PARKING TO OTHER LOCATION	DIVERT PARKING TO OTHER LOCATION	LOCATE TO AVOID IMPACTS	✓		✓	✓									✓		
UNAVOIDABLE	✓	✓	SOME-TIMES	✓	✓	SOME-TIMES		✓		✓		✓	✓	✓	✓	✓	✓	✓	
FOSTER CITY TYPICAL PROBLEM	PD ZONE, APTS AND TOWNHOMES	ADJACENT RESIDENTIAL AREAS	NO	✓	✓	✓	✓	✓	✓	✓	✓	NO	✓	NEIGH. #1, #2 AND #3		✓	✓	✓	
MITIGATION	SCREEN AND PROVIDE NOISE BUFFER, BACK-UP PARKING PLAN AND RESTRICT PARKING AREA	CONTROL HOURS, SCREEN, NOISE BUFFER, BACK-UP PARKING PLAN AND RESTRICT PARKING AREA	DIVERT PARKING AND RESTRICT PARKING AREA	DIVERT PARKING AND RESTRICT PARKING AREA	PLAYTIME WHEN LEAST DISTURBING AND RESTRICT PARKS TO PASSIVE USES AT CERTAIN TIMES	RESTRICT OLDER CHILDREN FROM USING TOT LOTS	RESTRICT CERTAIN AREAS USING TOT LOTS	RESTRICT HOURS IN AREAS AND UP TRASH	RESTRICT CERTAIN AND PICK-UP TRASH	RESTRICT HOURS AND SOUND	RESTRICT LATE NOTIFY	RESTRICT TIMES NEIGHBORING	CONTROL DAYS AND HOURS OF BUILDING ACTIVITY	SCREEN, USE NOISE BUFFER AND ENFORCE STATE VEHICLE NOISE REGULATION	RESTRICT INTENSITY AND TIME, HOURS OF USE WITH HOURS OF USE OF LAWN EQUIPMENT	PROVIDE PLAY AND TIME, AND LIMIT SPECIFIC USE OF HOURS	CODE ENFORCEMENT		
PREVENTION	CHANGE WINDOW ORIENTATION FROM FACING PARKING AREA	ORIENT PARKING AWAY FROM RESIDENTIAL AREAS	AVOID LOCATING PARKING CLOSE TO HOMES	AVOID LOCATING PARKING CLOSE TO HOMES	AVOID LOCATING PLAY AREA ADJACENT TO HOMES	AVOID LOCATING TOT LOT ADJACENT TO HOMES	PROVIDE BUFFER AND AVOID AWAY FROM TRASH AREA	DIVERT NOISE AWAY FROM HOMES; PROVIDE BACK-UP PARKING PLAN	ORIENT AND SCREEN LOADING AND UNLOADING AREAS	CODE ENFORCEMENT	PROVIDE ADEQUATE SETBACKS FOR HOMES	ORIENT AWAY FROM ADJACENT HOME SLEEPING AREAS	CODE ENFORCEMENT	PROVIDE PLAY AREAS AND CODE ENFORCEMENT					





# Noise Goals, Policies and Programs

## Introduction

The City of Foster City generally has a quiet noise environment. The relatively quiet environment of the City is one of the key qualities that make Foster City an attractive place to live. Any changes in the noise environment would have a significant impact on the City's overall quality of life. The Noise Element identifies and appraises noise problems in the community as a basis for the goals, policies and

implementing actions necessary to maintain conditions desirable and appropriate for Foster City. Noise contours of major roadways and aircraft noise have been identified to design land uses appropriately to reduce noise impacts. Noise policies establish noise standards for new or potential changes in land uses, and recommend potential solutions to existing problems.

## Noise Goals

**N-A**

**Assure that the Noise Impacts of New Development or Redevelopment of Property is Done in a Manner that is Compatible with Existing Land Uses**  
Assure the appropriateness of new development with the noise environment of Foster City and establish mitigation measures for any changes in land use as are reasonably necessary to assure compatibility with the surrounding area.

**N-B**

**Preserve and Improve the "Quiet Ambiance" Within Existing Neighborhoods**  
Protect neighborhoods by providing an acceptable noise level throughout the community and by identifying and alleviating or minimizing existing noise problems where possible.

## Noise Policies

### *New Development, Changes in Use or Redevelopment of Property*

N-1 **Land Use Compatibility Standards.** New development exposed to transportation noise sources must meet acceptable exterior noise level standards. The "normally acceptable" noise standards for new land uses are established in the Noise and Land Use Compatibility Guidelines (see Noise Element Background section) as modified below:

- a. The goal for maximum outdoor noise levels in residential areas is an Ldn of 60 dB. This level is a requirement to guide the design and location of future development and a goal for the reduction of noise in existing development. However, 60 Ldn is a goal which cannot necessarily be reached in all residential areas within the realm of economic or aesthetic feasibility. This goal will be applied where outdoor use is a major consideration (e.g., backyards in single-family housing developments and recreation areas in multi-family housing projects). The outdoor standard will not normally be applied to the small decks associated with apartments and condominiums but these will be evaluated on a case-by-case basis. Where the city determines that providing an Ldn of 60 dB or lower outdoors is not feasible, the outdoor goal may be increased to an Ldn of 65 dB.
- b. The indoor noise level as required by the State of California Noise Insulation Standards must not exceed an Ldn of 45 dB in multi-family dwellings. This indoor criterion shall also be the maximum acceptable indoor noise level in new single-family homes.
- c. Interior noise levels in new single-family and multi-family residential units exposed to an Ldn of 60 dB or greater should be limited to a maximum instantaneous noise level in the bedrooms of 50 dBA. Maximum instantaneous noise levels in other rooms should not exceed 55 dB.
- d. Appropriate interior noise levels in commercial, industrial, and office buildings are a function of the use of space. For example, the noise level in private offices should generally be quieter than for data processing rooms. Interior noise levels in offices generally should be maintained at 45 Leq (hourly average) or less.
- e. If an area currently is below the desired noise standard, an increase in noise up to the maximum should not necessarily be allowed. The impact of a proposed project on an existing land use should be evaluated in terms of the increase in existing noise levels and potential for adverse community impact, regardless of the compatibility guidelines.

N-2 **Noise Contour Map.** The City will review development proposals to assure consistency with noise standards by using the noise contours shown on map GP-15 (a large scale version of this map is available at the Foster City Community Development Department).

N-3 **Acoustical Studies.** The City will use the noise guidelines and contours to determine if additional noise studies are needed for a proposed new development.

N-4 **Residential and Other Noise Sensitive Uses in Commercial or Industrial Areas.** New residential or other noise sensitive development or activities will not be allowed where the noise level due to commercial or industrial noise sources will exceed the noise level standards as set forth in the table below, as modified:

**Noise and Land Use Compatibility Standards  
for Industrial and Commercial Noise Sources**

Category	Cumulative Duration of Noise Event in Any One-Hour Period (In Minutes)	Exterior Noise Level Standards	
		Daytime (7 am - 10 pm)	Nighttime (10 pm - 7 am)
1	30	50	45
2	15	55	50
3	5	60	55
4	1	65	60
5	0	70	65

- a. In the event the measured ambient noise level exceeds the applicable noise level standard in any category expressed in the table, the applicable standard will be adjusted so as to equal the ambient noise level to establish a noise standard capable of being enforced through the City's Noise Ordinance.
- b. Each of the noise level standards specified in the table above will be reduced by 5 dB for simple tone noises, noises consisting primarily of speech or music, or for recurring impulsive noises due to the greater annoyance factor associated with these types of noise.

N-5 **Mitigating Impacts on Surrounding Uses.** The City will require proposals to reduce noise impacts on adjacent properties through the following and other means, as appropriate:

- a. Screen and control noise sources such as parking, outdoor activities and mechanical equipment.
- b. Increase setbacks for noise sources from adjacent dwellings.
- c. Wherever possible do not remove fences, walls or landscaping that serve as noise buffers, although design, safety and other impacts must be addressed.
- d. Use soundproofing materials and double glazed windows.
- e. Control hours of operation, including deliveries and trash pickup to minimize noise impacts.

N-6 **Noise Sensitive Uses.** The City will protect schools, hospitals, libraries, churches, convalescent homes and other noise sensitive uses from noise levels exceeding those allowed in residential areas. Projects located near noise sensitive uses should be oriented away from noise sources unless mitigation measures are included in development plans and regulation occurs of the activities or uses generating noise that might cause noise disturbances for noise sensitive uses.

N-7 **Compliance with State Noise Insulation Standards.** The adopted Noise Element will serve as a guideline for compliance with the State's noise insulation standards. Recognizing the need to provide acceptable habitation environments, State law requires noise insulation of new multi-family dwellings constructed within the 60 dB Ldn noise exposure contours. It is a function of the Noise Element to provide noise contour information around all major sources in support of the sound transmission control standards (Chapter 2-35, Part 2, Title 24, California Administrative Code).

### *Protect Existing Neighborhoods*

N-8 **Protecting Existing Residential Areas.** Protect the noise environment in existing residential areas. In general, the city will require the evaluation of mitigation measures for projects that would cause the Ldn to increase by 3 dB or more, if the increase would result in an Ldn greater than 60 dB or if the Ldn already exceeds 60 dB. Projects with the potential to generate significant adverse community controversy must also be evaluated. Noise created by commercial or industrial sources associated with new projects, developments or new or existing activities conducted by existing developments or companies shall be controlled so as not to exceed the noise level standards set forth in "Noise and Land Use Compatibility Standards for Industrial and Commercial Noise Sources" table as measured at any affected residential land use.

N-9 **Noise Source Control.** The City will work with property owners and will enforce noise standards to control noise at its source to maintain existing noise levels to assure that noise levels do not exceed acceptable noise standards as established in the Noise and Land Use Compatibility Guidelines.

N-10 **City Street Improvements.** City street improvements will be designed to reduce noise levels in adjacent areas. The City will require soundwalls, earth berms, setbacks and other noise reduction techniques as conditions of development approval and as appropriate given design, use, site layout and other considerations.

N-11 **Coordination with Other Agencies.** Encourage other agencies to reduce noise levels generated by roadways, airports, and other facilities. The City will work with the county Airport Land Use Commission (ALUC), State Office of Noise Control (ONC) and other agencies to reduce noise generated from sources outside the City's jurisdiction.

N-12 **Enforcement Approach.** The City will administer the policies identified in the Noise Element and comply with State requirements for certain other noise control programs through specific local enforcement programs.

N-13 **Noise Ordinance.** The City will apply the quantitative noise ordinance standards (Chapter 17.68, General Performance Standards) throughout the City.

N-14 **Vehicle Noise.** The City will strive to reduce traffic noise levels, especially as they impact residential area and will continue enforcement of vehicle noise standards through noise readings and enforcement actions.

## Noise Programs

N-a **Noise Ordinance and Vehicular Noise Abatement Publicity and Staff Training.** The City will provide publicity regarding the Noise Ordinance and will train Police, Public Works and Community Development Department personnel as needed in the use of noise measurement equipment to enforce the Noise Ordinance and vehicular noise standards, and to monitor noise levels throughout the City.

Responsibility: Police Department, Community Development Department and Public Works Department.  
Timeline: Ongoing.

N-b **Periodic Noise Monitoring.** City staff will periodically monitor residential noise generators and will develop noise reduction and abatement measures that can be applied to limit noise and phase in mitigation.

Responsibility: Community Development Department.  
Timeline: Ongoing.

N-c **Purchase of City Vehicles and Equipment.** The City will consider noise criteria in the purchase of new vehicles, their components and other equipment.

Responsibility: City Manager's Department.  
Timeline: Ongoing.

N-d **Regulation of Special Events.** The City will evaluate and improve control mechanisms to minimize the noise impacts of special events, including:

- Planning for overflow potential (parking, crowds).
- Establishment of citation mechanism.
- Establishment of a formal review of past performance.
- Informing neighborhood residents about events.

Responsibility: Community Development Department, Police and Public Works Departments.  
Timeline: 1993 and ongoing.

N-e **Coordination of Complaint Information and Enforcement.** The City will establish improved coordination of complaint information between the Planning, Police and Public Works Departments and will continue code enforcement programs.

Responsibility: Community Development Department, Police Department and Public Works Department.  
Timeline: Ongoing.

N-f **BFI Contract.** The City will review the hours of the refuse collection operation for BFI and will establish and enforce performance standards as appropriate.

Responsibility: City Manager's Department and City Council.  
Timeline: Annually.

N-g **Airport Noise Mitigation.** The City will work with the relevant agencies to minimize adverse noise impacts associated with expansion and ongoing operations at the San Francisco International Airport.

Responsibility: City Council.  
Timeline: Ongoing.

#### Noise Element Program Summary

Noise Program	Agency Responsible							Time Frame
	CC	PC	CDA	CD	CE	P/R	PW	
N-a Noise Ordinance and Training				**		**	Police	Ongoing
N-b Periodic Noise Monitoring				**				Ongoing
N-c Purchase of City Vehicles/Equipment							CM	Ongoing
N-d Regulation of Special Events				**		**	Police	1993; ongoing
N-e Coordinate Complaints Information				**		**	Police	Ongoing
N-f BFI Contract		**					CM	Annually
N-g Airport Noise Mitigation		**						Ongoing



\*Based on the year 2010 traffic projections. Source: Illingworth & Rodkin.

\*\*Based on data gathered by Airport Monitor #12 and published in the "Quarterly Noise Report" and San Francisco International Airport Master Plan. Final EIR, 1992.

This base map was developed primarily for General Planning usage. The City of Foster City is not responsible nor liable for use of this map beyond its intended purpose.

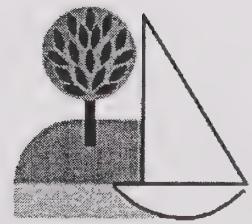
May 1993

GP-15



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## **Chapter 7. Safety Element**



# Safety Introduction

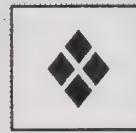
## Safety Element Purpose

The Safety Element focuses on protection of the community from risks associated with earthquakes, floods, fires, toxic waste, crime and other hazards. Some level of risk associated with these factors is unavoidable; the Safety Element is the means by which the City defines what measures will be undertaken to reduce these risks to levels determined by the City to be reasonable. The Safety Element is divided into several sections: seismic safety and geotechnical hazards, flood hazards, fire/police services and urban hazards and general safety considerations.

Safety issues were previously addressed in the "Seismic Safety Element" and the "Public Safety Element," both adopted September 4, 1979. Although the types of hazards addressed in the original elements are generally the same, more information is now available regarding these potential hazards and how to mitigate their impacts.

## State Law Requirements

The legal authority and requirements for Foster City to prepare the General Plan derive from state law (California Government Code, Section 65300 et. seq.). This document contains the Safety Element required by Section 65302(g). The Safety Element is required to address natural hazards such as seismic and other geologic hazards, as well as urban fires, and safety issues related to evacuation routes, peakload water supply, minimum road widths and clearances around structures. The Safety Element is required to include mapping of known seismic and other geologic hazards.



## THE VISION OF FOSTER CITY AS PRESENTED IN THE SAFETY ELEMENT

The Safety Element of the Foster City General Plan has four primary concerns:

■ *Protect the Community from the Harmful Effects of Natural Hazards.*

Protect the community from unreasonable risk to life and property caused by seismic, geologic, and flood hazards.

■ *Protect the Community from the Harmful Effects of Fire and Other Urban Hazards.*

Protect the community from unreasonable risk to life and property caused by fire, hazardous materials, and other urban hazards.

■ *Maintain Public Safety and Security in the Community.*

Protect the community from unreasonable risk to public safety and security.

■ *Prepare to Respond to Emergencies.*

Minimize potential damage to life, environment, and property through timely, well-prepared and well-coordinated emergency preparedness, response plans, and programs.

### STATE LAW REQUIREMENTS FOR SAFETY ELEMENTS

Government Code Section 65302(g) requires that the general plan shall include a:

"Safety element for the protection of the community from any unreasonable risks associated with the effects of seismically induced surface rupture, ground shaking, ground failure, tsunami, seiche, and dam failure; slope instability leading to mudslides and landslides; subsidence and other geologic hazards known to the legislative body; flooding; and wild land and urban fires. The safety element shall include mapping of known seismic and other geologic hazards. It shall also address evacuation routes, peakload water supply requirements, and minimum road widths and clearances around structures, as those items relate to identified fire and geologic hazards."

Many other state law requirements relate to safety issues, such as building codes, including the Seismic Hazards Identification Program required by Section 19160-19164 of the Health and Safety Code and provisions regarding emergencies and emergency plans.

### Summary of Key Issues

Foster City is a highly desirable place to live, work or own a business due in part to its location in the Bay Area and its waterfront setting. With these positive attributes come a number of natural and man-made hazards as part of the same "package." Foster City is located in an area of active earthquake faults, adjacent to a large body of water, and subject to the same man-made hazards as any urbanized area. The key policy issues are determining what the significant hazards are, what the City can do to mitigate the hazards, and the acceptable level of risk balanced against the cost of protection.

### Summary Table of Foster City Safety Issues

Type of Hazard	Rating	Comment
<b>Seismic</b>		
Ground shaking	High	Most significant of all geologic hazards
Liquefaction	Varies	Less hazard on properly engineered fills. Hazard somewhat greater in areas on or near filled tidal channels.
Subsidence	Varies	Less hazard on properly engineered fills. Hazard somewhat greater in areas on or near filled tidal channels.
Tsunami/Seiche	Low	Levee system provides protection.
Dam Failure	Low	Marina Lagoon provides protection.
Surface Rupture	Low	No known active faults lie within Foster City.
<b>Non-Seismic</b>		
Subsidence & differential settlement	Varies	Less hazard on properly engineered fills. Hazard somewhat greater in areas on or near filled tidal channels.
Shrink/Swell Behavior	Varies	Staff is not aware of any documented cases of shrink/swell behavior in Foster City
<b>Flooding</b>	Low	Levee and lagoon system provides protection.
<b>Wildland Fire</b>	Nil	Terrain and vegetation not susceptible.
<b>Major Urban Fire</b>	Low-Moderate	Terrain and vegetation not problems, response times are good, many of the buildings are sprinklered, although building pattern is dense.
<b>Hazardous Materials Spills</b>	Low-Moderate	Some businesses use hazardous materials; proximity to S.R. 92 increases risk of truck accidents involving hazardous materials.
<b>Electro-Magnetic Fields</b>	Unknown	Scientific studies are inconclusive.
<b>Sources:</b> Refer to sources cited for each item in the Safety Background section.		

# Safety Background

## Previous Public Safety and Seismic Safety Elements

The Public Safety and Seismic Safety Elements were adopted by the City Council in September of 1979 and are replaced by this Safety Element. The Public Safety Element discusses various types of hazards: geologic, seismic, fire, flooding, aircraft accidents, and hazardous materials.

The Public Safety Element also discusses disaster preparedness and emergency plans. Contained below are the major policy recommendations contained in the Element and a comment indicating the status of implementation.

The Seismic Safety Element of the General Plan (1979) includes a discussion of geologic concepts and overview of the mechanism of earthquakes, as well as a discussion of specific geotechnical hazards as they pertain to Foster City, including liquefaction, tsunamis, seiches, inundation by failure of dams, ground shaking, surface rupture, and levee failure. Contained below are the major policy recommendations contained in the Element and a comment indicating the status of implementation.

While many of the issues addressed in this Safety Element are a continuation of those addressed in the previous Elements, the field of knowledge regarding the likelihood and predictability of these hazards as well as methods to address them has advanced in the intervening 16 years, allowing this

## DEFINITIONS OF COMMON SAFETY TERMS

**Electro-magnetic field:** A field with two components: one electrical and the other magnetic. These fields arise whenever electricity is conducted through a medium of transmission.

**Fault:** A fracture or zone of closely associated fractures along which rocks on one side have been displaced with respect to those on the other side. A fault zone is a zone of related faults which commonly are braided, but which may be branching.

**Flood, 100-year:** A flood which has a one percent chance of being equaled or exceeded in any given year.

**Flood Insurance Rate Map:** The official map on which the Federal Emergency Management Agency or Federal Insurance Administration has delineated the areas of flood hazard.

**Ground Failure:** Mudslide, landslide, liquefaction or soil compaction.

**Intensity:** Measures the perceptible effects of energy released by an earthquake at a particular site.

**Liquefaction:** The temporary transformation of a saturated granular soil layer from a solid state to a liquefied state as a result of seismic ground shaking.

**Richter Scale:** The common standard of measurement of magnitude of an earthquake; a measure of the energy released by an earthquake.

**Seiches:** Oscillating waves in an enclosed or partly-enclosed body of water, caused by earthquakes or landslides which displace part of the water body.

**Seismic load:** Forces exerted on a structure by an earthquake.

**Shrink/swell behavior:** Occurs in soils which can expand or contract depending on moisture content and soil mineralogy.

**Subsidence:** The sinking or lowering of a part of the earth's surface which can occur as a result of or independent of earthquakes.

**Tsunami:** Extremely long-period ocean waves caused by undersea earthquakes, volcanic eruptions or massive landslides into adjacent water bodies.

Element to provide a more current analysis on which to base the City's goals, policies and implementation measures related to safety issues.

### Public Safety Element (1979) Policies and Implementation

Recommendation	Status
Knowledge of emergency preparedness should be required throughout the City's structure.	The City's Multihazard Functional Plan is the basis for emergency exercises involving all City departments.
The parking of trucks carrying flammable and other hazardous substances on city streets other than for purposes of loading or delivery should be prohibited.	The Uniform Fire Code addresses storage of hazardous materials. The Department of Transportation addresses transport of hazardous materials.
The Planning Department should feature in its news release a summary of the Safety Element, as well as suggestions as to how the general public could react in the event of a disaster.	The Fire Department has managed a public information program regarding emergency preparedness, including the distribution of handbooks.
Foster City should consider the adoption of an emergency evacuation plan.	The "Movement Operations" section of the Multihazard Functional Plan contains the City's emergency evacuation plan.
Foster City should study the possibility of the addition of a third water tank to mitigate the possible effects of disruption of Hetch-Hetchy water.	A third water tank has been constructed that has a capacity of 4 million gallons. The City presently has a total of 12 million gallons of storage capacity in the three tanks.
If possible, it would be desirable to request that the San Francisco International Airport alter the flight paths of its aircraft to the middle of San Francisco Bay.	Improved navigational equipment will be installed as part of the expansion of the San Francisco International Airport that will assist in directing aircraft over the San Mateo Bridge.
Foster City should review its ability to sustain itself for a limited period of time.	Various capital improvement projects have been completed or are planned to improve self-sufficiency under emergency conditions.

## Seismic Safety Element (1979) Major Recommendations

Recommendation	Status
All levels of government responsible for guiding and regulating development and building should adopt plans, policies and procedures and enact legislation to ensure the application of scientific and engineering knowledge to the protection of lives and property.	The City uses the most current edition of the Uniform Building Code to apply new knowledge to the protection of buildings. The Uniform Building Code is updated every three years.
San Mateo County and Foster City should actively seek to obtain county-wide coverage of the monitoring of seismic activity.	USGS monitors seismic activity. The California Division of Mines and Geology maintains a network of accelerometers throughout the Bay Area.
All levels of government should direct their agencies to give appropriate attention to seismic safety in the creation and execution of their programs, and cooperate with one another to ensure the effectiveness of their efforts.	The City maintains communication with other levels of government regarding emergency preparedness programs, including conducting joint emergency response exercises.
Governments, including the City of Foster City, in seismically active areas should work to establish adequate standards and tests for dams and levees.	The U.S. Army Corps of Engineers, California Department of Water Resources, Division of Safety of Dams, FEMA, and other agencies continue to work toward establishing standards.
It should be the attitude of the City of Foster City to have the bridges and levees checked independently every five to ten years, by either a private consulting firm or by the State, to determine if they meet seismic safety standards.	The City's bridges have been inspected every two years by the State of California. The City completed retrofit of two bridges to current seismic standards; the others did not require retrofit according to State standards.
The City of Foster City should be aware, through its Building Department, of any new technological advances in foundation design that might resolve the differential settlement problem. If these improvements come about and they sufficiently supersede the old standards, they should be adopted.	The City maintains awareness of new advances through membership in the International Conference of Building Officials and communications with the California Building Standards Commission.

## Seismic Safety and Geotechnical Hazards

### Regional Setting<sup>1</sup>

As shown on Map GP-16, the major active faults in the San Francisco Bay region include the San Andreas Fault, the Hayward Fault and the Calaveras Fault. Other faults in the region include the Seal Cove-San Gregorio Fault, the Healdsburg-Rogers Creek Fault, and the Green Valley-Concord Fault. These active faults are oriented in a general northwesterly direction. They are characterized by a right lateral strike-slip.

### Foster City's Setting

The City is about five miles east of the San Andreas Fault and about 12 miles west of the Hayward Fault, as indicated in Map GP-16. Potential activity on these two faults is the main source of seismic risk in Foster City.

"Characteristic" earthquakes, meaning earthquakes that can be reasonably anticipated to occur within the next 30 years, are 7.1 on the peninsula segment of the San Andreas Fault and 7.3 on the Hayward Fault.<sup>2</sup>

### Ground Shaking

Ground shaking, a general term referring to all aspects of motion of the earth's surface resulting from an earthquake, is normally the major cause of damage in seismic events. Several parameters control the extent, or intensity, of ground shaking. These include the magnitude of the earthquake, distance from the epicenter, local geologic conditions, and directivity (based on the angle between the line from the site to the fault source and the line of the fault axis).

The table on page 7-8 compares the most commonly used scales measuring the magnitude and intensity of earthquakes, describing the relative expected earthquake damage at the epicenter resulting from different levels on each scale.

### Ground Shaking Potential in San Mateo County

Ground shaking in San Mateo County is a potentially serious hazard. The San Andreas Fault runs immediately west of the County's most heavily populated region - the urbanized area lying between the foothills of the Santa Cruz Mountains and the western shore of the San Francisco Bay. Earthquakes centered on the San Andreas, Hayward and Calaveras faults have caused ground shaking in the County, as have seismic events as far away as Hollister to the south and Santa Rosa to the north.

The Association of Bay Area Governments (ABAG) has projected shaking intensities from several scenario earthquakes, using information on geologic materials, location and length of earthquake faults, and theories of how an earthquake's energy is transmitted.<sup>3</sup> The scenario earthquakes were selected to correspond with the earthquake magnitude with a probability of at least 5% in the next 30 years. The ABAG estimates use "moment magnitude" rather than the Richter scale which is slightly different; for example, the 1989 Loma Prieta Earthquake was local magnitude  $M_L$  7.1 on the Richter scale but had a  $M_w$  6.9 moment magnitude.<sup>4</sup>

### Ground Shaking Potential in Foster City

Ground shaking is the most serious seismic hazard in Foster City. Of all the scenario earthquakes studied by the Association of Bay Area Governments, the one likely to generate the most hazardous ground shaking in Foster City is the magnitude 7.1 earthquake on the Peninsula Segment of the San Andreas Fault, illustrated in Map GP-17, causing a ground shaking intensity of VIII-IX.<sup>5</sup> An earthquake of magnitude 7.3 on the Hayward Fault is predicted to cause a ground shaking intensity of VII-VIII, as indicated in Map GP-18. This is equivalent to the ground shaking that was experienced in the Loma Prieta Earthquake of 1989. The predicted intensities for

<sup>1</sup>Ibid.

<sup>2</sup>Please refer to the Safety Element Glossary attached as an appendix for definitions of both intensity scales.

<sup>3</sup>These intensity maps are not intended to be site-specific. Rather, they depict the general risk within neighborhoods and the relative risk from community to community. Individual intensities can easily be incorrect by plus or minus one intensity unit. (Note from On Shaky Ground City Maps, Publication Number: P95002EQK-SM-4, ABAG, April 1995).

<sup>1</sup>This section draws extensively from the San Mateo County General Plan, Section 15, Natural Hazards, November 1986.

<sup>2</sup>J.B. Perkins and J. Boatright, On Shaky Ground, (Oakland, CA: Association of Bay Area Governments, April 1995), p. 4-5.

the scenario earthquakes are indicated in the table on page 7-9.

The most recent major earthquake was the Loma Prieta earthquake on October 17, 1989, with a magnitude of 7.1 and centered near Aptos in the Santa Cruz Mountains. Although earth shaking in Foster City was very powerful (estimated to be intensity VII on the Modified Mercalli Scale), there was no major damage. Minor damage included window breakage, minor damage to water pipes, shifting of heating and air conditioning systems on buildings, broken utility line connections, and minor damage to two bridges.

The City was able to respond quickly to the emergency with stabilizing repairs completed by approximately midnight following the 5:04 p.m. quake. The City's costs of repairs was approximately \$172,000 for miscellaneous repairs, including flexible utility connections, \$116,600 for repairs to the Shell Boulevard Bridge and \$10,900 for repairs to the Bicentennial Bridge.

#### Approximate Relationship of Richter Magnitude and Modified Mercalli Intensity Scales to Expected Earthquake Damage

Richter Magnitude	Modified Mercalli Maximum Intensity (at epicenter)	Expected Earthquake Damage
2	I-II	Usually detected only by instruments
3	III	Felt indoors. May not be recognized as earthquake.
4	IV-V	Felt by most people; structures shake; windows and dishes rattle; wooden walls and frame creak; slight damage to unsecured objects.
5	VI-VII	Felt by all; many frightened and run outdoors; glassware breaks; items fall off shelves; furniture moves; cracks in unreinforced masonry; fall of chimneys, cornices and other unreinforced architectural ornament; some small slides can occur.
6	VII-VIII	Difficult to stand; steering of autos is affected; potentially moderate to major structural damage in masonry structures; frame houses move off foundations if not bolted; branches broken off trees; collapse of elevated structures such as chimneys, water towers.
7	IX-X	General panic; major or total damage to masonry structures; underground pipes broken; frame structures seriously damaged; cracks in ground; large landslides likely; serious damage to dams, dikes, embankments.
8+	X-XII	Major and total damages to buildings and infrastructure.

Source: California Division of Mines and Geology, "CDMG Notes," after Charles F. Richter, 1958, *Elementary Seismology*.

# REGIONAL FAULTS

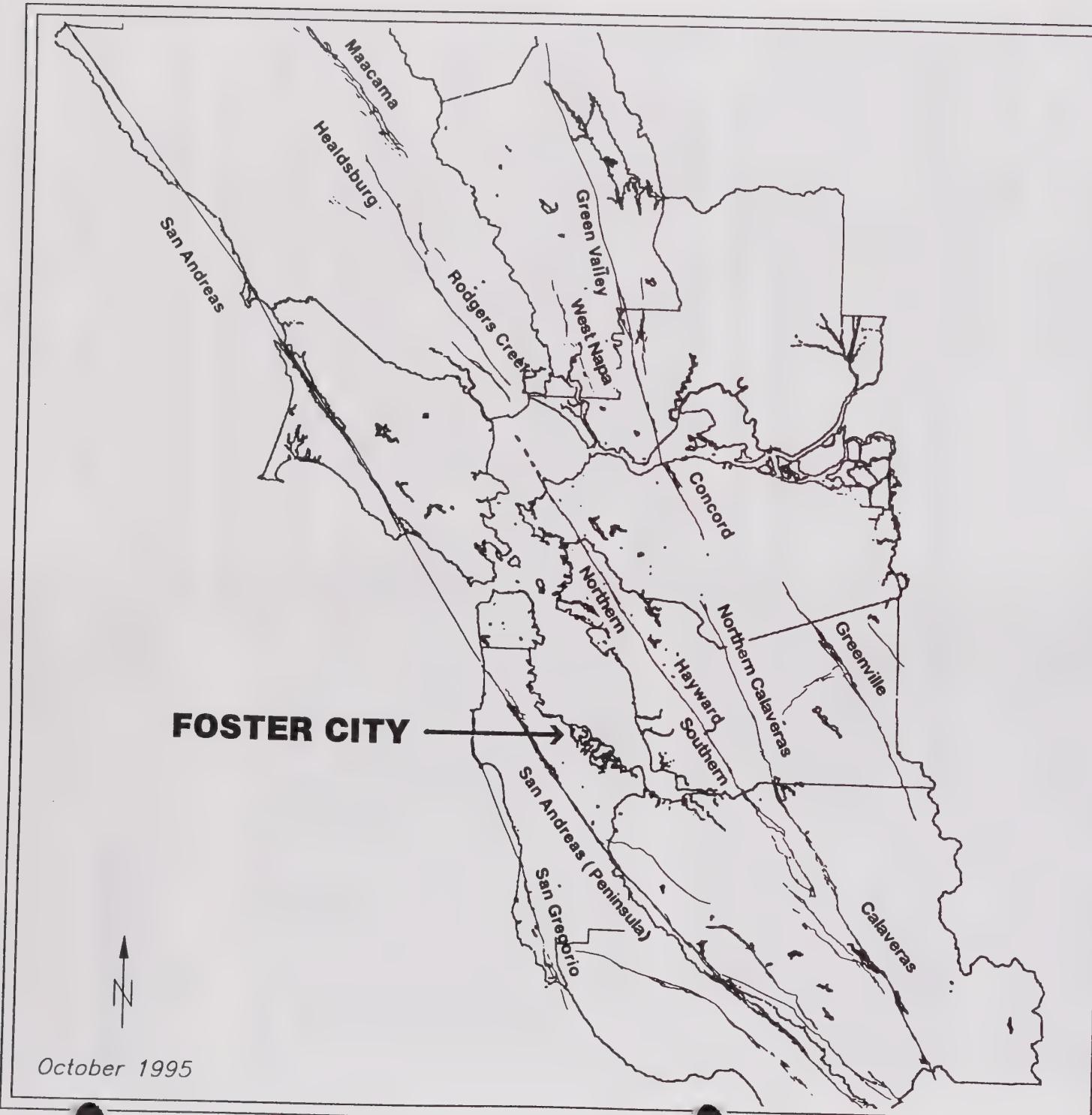
Fault Traces  
Used as Sources  
of Ground Shaking

Source: ABAG, On  
Shaky Ground,  
1995.

Miles

0 10 20 30

Map GP-16



### Scenario Earthquakes Evaluated by ABAG, Showing Faults Closest to Foster City

Source Fault	Fault Length (in km)	Approx. Moment Magnitude	Probability of Occurrence in Next 30 Years	Distance from Foster City to Fault	Predicted Ground Shaking Intensity (Modified Mercalli Scale) in Foster City
Loma Prieta Earthquake (1989) As recorded at Redwood Shores, CSMIP Station #58375	40	6.9		63 km	VII
Peninsula Segment of the San Andreas	52.4	7.1	24%	8 km or 5 mi	VIII-IX
San Gregorio	57.1	7.1	Not available	21 km or 13 mi	VII-VIII
Northern Hayward	38.2	6.9	28%	21 km or 13 mi	VII-VIII
Southern Hayward	60.1	7.2	23%	21 km or 13 mi	VII-VIII
Hayward	98.3	7.4	5-6%	21 km or 13 mi	VII-VIII
Healdsburg-Rodgers Creek	56.5	7.1	22%	69 km or 43 mi	VI-VII
Northern Calaveras	37.2	6.9	33%	34 km or 24 mi	VI-VII

Source: Association of Bay Area Governments, On Shaky Ground, April 1995, USGS Circular 1053, and California Division of Mines and Geology, Special Publication 113.



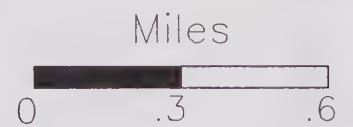
# SHAKING INTENSITY

San Andreas  
Earthquake  
Peninsula Segment  
Magnitude 7.1

## Modified Mercalli Intensity

- X-Extreme
- IX-Heavy
- VIII-Moderate
- VII-Nonstructural
- VI-Objects Fall
- V-Pictures Move

Based on: ABAG, On Shaky Ground, 1995; Intensities may be incorrect by one unit higher or lower. Current version available on Internet at <http://www.abag.ca.gov>



Map GP-17

# SHAKING INTENSITY

Hayward  
Earthquake  
Entire Length  
Magnitude 7.3

## Modified Mercalli Intensity

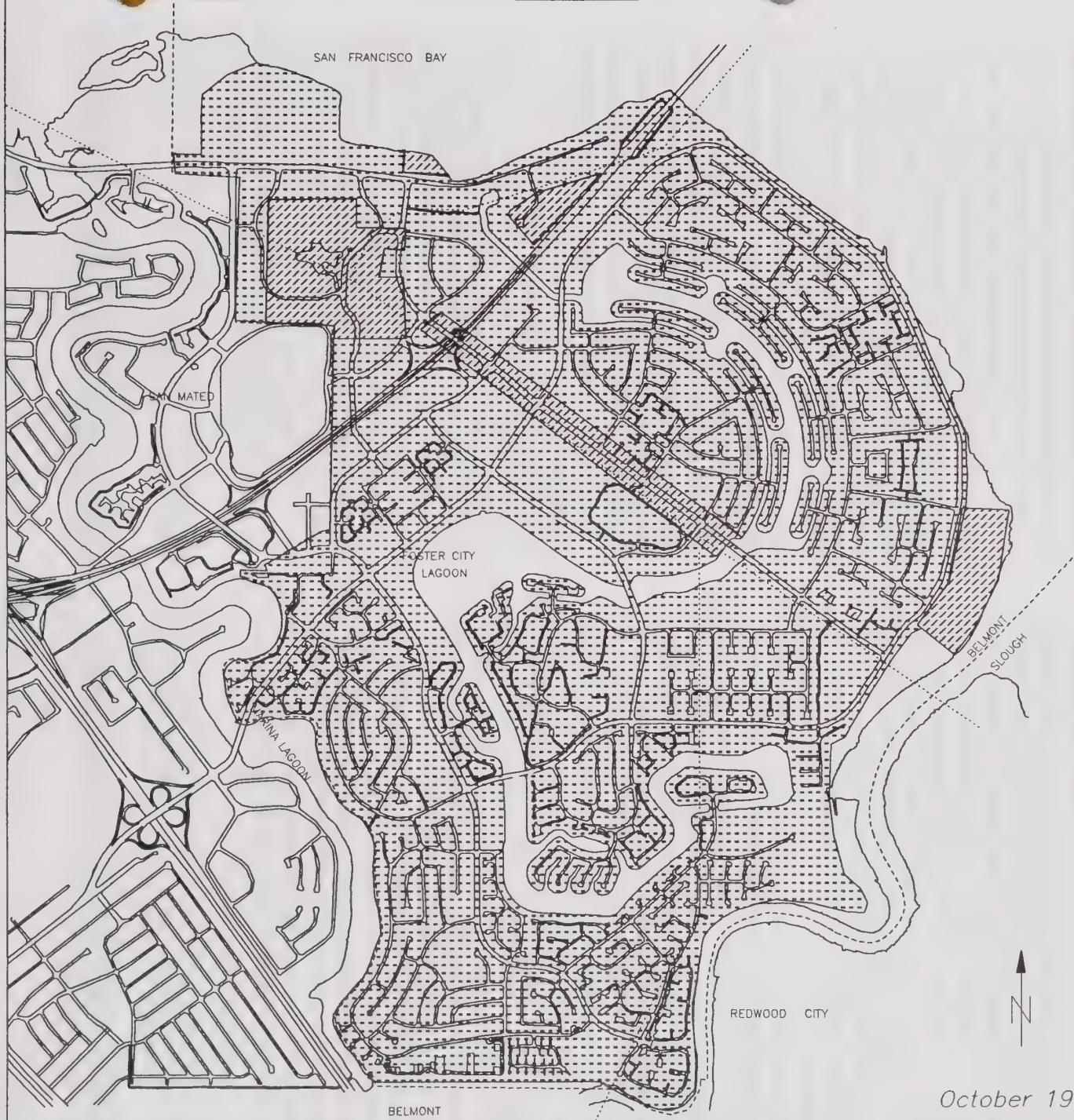
	X-Extreme
	IX-Heavy
	VIII-Moderate
	VII-Nonstructural
	VI-Objects Fall
	V-Pictures Move

Based on: ABAG, On Shaky Ground, 1995; Intensities may be incorrect by one unit higher or lower. Current version available on Internet at <http://www.abag.ca.gov>

Miles

0 .3 .6

Map GP-18



October 1995

**Levee Stability in Foster City During Earthquake**  
 Levees have protected the land area of what is now Foster City since before the 1906 San Francisco Earthquake. The lack of information regarding damage to the levees in the 1906 Earthquake suggests that there was little or no damage.<sup>6</sup> The approximately 11.5 miles of levees were improved to meet the standards of the Army Corps of Engineers in the early 1960s as part of the development of Foster City.

As mentioned in The October 17, 1989 Loma Prieta Earthquake by Dames & Moore, fill and dike performance in Foster City and Redwood Shores was excellent during the Loma Prieta Earthquake. Dames & Moore attribute this to the fact that when Foster City was filled, hydraulically dredged sand was dewatered in stilling basins (to remove the water from the sand) before being spread in thin layers and compacted with vibrating rollers to a relatively dense state. Analyses performed during the 1960's and 1970's confirmed the safety of the perimeter dikes under earthquake loading conditions specified by the U.S. Army Corps of Engineers.<sup>7</sup>

The levee is maintained and monitored regularly and in 1993, the City improved the slope protection to the Army Corps of Engineers standards to provide additional protection against destabilizing influences. Without extensive and expensive geotechnical borings, there is no feasible means to provide a more accurate assessment of its stability.

#### *Liquefaction*

Liquefaction is the temporary transformation of a saturated granular soil layer from a solid state to a liquefied state as a result of seismic ground shaking. In the process, the soil undergoes transient loss of strength, which commonly allows ground displacement or ground failure to occur<sup>8</sup>. In unique situations where this layer is at or near the surface, increased pressure from rising groundwater may decrease the load-bearing

capacity of the soil to a quicksand-like consistency, causing buildings and foundations to sink downward.<sup>9</sup> A subsurface layer which liquefies may serve as a sliding surface for overlying layers. Such a layer works much like ball bearings by reducing friction to the point that landslides and lateral spreading may occur even on very slight slopes.

#### Liquefaction Potential in Foster City

For the lowlands along San Francisco Bay, susceptible sand and silt layers are not randomly scattered, but generally lie in buried stream channels, most of which are not detectable from surface morphology, but require borings to locate. The City has on file the "Map Showing Liquefaction Susceptibility of San Mateo County, California" published by the U.S. Geological Survey<sup>10</sup> which indicates the results of borings. The text accompanying the map cautions that because the map is regional in scope and because the data shown are generalized to area averages, the map cannot be used to determine the actual presence or absence of liquefiable soils beneath any specific locality. Nevertheless, the map indicates that soils susceptible to liquefaction have been found in various boring locations in Foster City, although an approximately equal number of borings revealed soils which are not susceptible to liquefaction. While liquefaction occurred at other filled locations around the Bay during the Loma Prieta Earthquake, such as the Marina District of San Francisco, the Port of Oakland, the Oakland Airport, and Alameda, it is significant that no liquefaction was reported in Foster City.<sup>11</sup>

For properties without recent (within the past two years) geotechnical reports on file, the City requires geotechnical reports prior to construction of all new developments to determine the subsurface soil conditions, assess the potential for seismic hazards such as liquefaction in

<sup>6</sup>San Mateo County Department of Environmental Management, Planning and Development Division, General Plan, November 1986, 15.10.

<sup>7</sup>T. Leslie Youd and Jeanne B. Perkins, "Map Showing Liquefaction Susceptibility of San Mateo County, California," Geological Survey Miscellaneous Investigations Series Map I-257-F, 1987.

<sup>8</sup>G. Wayne Clough, James R. Martin, II, and Jean Lou Chameau, "The Geotechnical Aspects," in Practical Lessons from the Loma Prieta Earthquake, National Academy Press, National Research Council report from a symposium sponsored by the Geotechnical Board and the Board on Natural Disasters, 1994, p. 35.

accordance with Section 3309.7 of the 1994 Uniform Building Code, and recommend appropriate building techniques to minimize seismic damage.

#### *Seismically-Induced Subsidence*

Subsidence, defined as the sinking or lowering of a part of the earth's surface, can occur as a result of or independent of earthquakes. Seismically-induced subsidence can be either a direct or an indirect result of an earthquake. Direct tectonic displacement of bedrock can result from strong earthquakes, causing either subsidence or uplift of up to several feet over relatively large areas of ground surface. Indirect subsidence, resulting from compaction of granular soil layers caused by ground shaking, is more common. Such shaking causes subsidence by compressing the soil deposit so that pore space formerly filled by groundwater or air is eliminated. However, there must be an outlet for evacuation of these pore spaces in order for subsidence to occur.

#### Seismically-Induced Subsidence Potential in Foster City

As indicated above, for properties without recent (within the past two years) geotechnical reports on file, the City requires geotechnical reports prior to construction of all new developments to determine the subsurface geotechnical conditions, assess the potential for seismic hazards such as subsidence, and recommend appropriate building techniques to minimize seismic damage.

#### *Tsunamis and Seiches*<sup>12</sup>

Tsunamis are extremely long-period ocean waves caused by undersea earthquakes, volcanic eruptions or massive landslides into adjacent water bodies. Tsunamis are generally small in height in deep water, but very long and can rise to 20 feet or more when they approach the coast, causing great destruction in shoreline locations. The narrowness of the Golden Gate and the shape of the San Francisco Bay provide natural protection against tsunamis that originate in the open Pacific Ocean.

<sup>12</sup>The discussion on tsunamis in this section draws heavily from San Francisco Bay Shoreline Study: San Mateo and Northern Alameda Counties Interim Office Report, by the U. S. Army Corps of Engineers, San Francisco District, September 1989.

Seiches are oscillating waves in an enclosed or partly-enclosed body of water, caused by earthquakes or landslides which displace part of the water body. Four water bodies in San Mateo County are believed to be large enough to pose significant seiche potential: Upper Crystal Springs Reservoir, Lower Crystal Springs Reservoir, San Andreas Lake and Pilarcitos Lake. If an earthquake similar in magnitude to the 1906 earthquake were to occur at a time when these water bodies were at the high water mark, seiches could overtop the spillways of these water bodies by several feet, causing large-scale inundation downstream.<sup>13</sup>

Potential for Tsunamis and Seiches in Foster City  
The U.S. Army Corps of Engineers, has concluded that, "Based on these tsunami run-up elevations, it is unlikely that a tsunami would cause significant flood damage within the Interim 2 study area (San Mateo and Northern Alameda Counties). Any levee or fill designed to protect against flooding from an extreme tide would also provide adequate protection from tsunamis."<sup>14</sup>

Even if seiches caused water to be released from water bodies upstream of Foster City, the Natural Hazards Map contained in the San Mateo County General Plan indicates that inundation from these dams would not reach Foster City, as it would first enter Marina Lagoon (see also section on inundation from seismically- induced dam failure, below).

#### *Inundation from Seismically-Induced Dam Failure*

Inundation from dam failure in the aftermath of a seismic event can pose serious risks to large segments of the population. Dam failure may be the result of direct ground rupture (if the dam is located in or near a fault zone) or severe ground shaking. Flooding and possible dam failure could also occur in the event of an earthquake-induced landslide into the reservoir which displaces a large volume of water. Seismically-induced dam failures are normally associated with older hydraulic fill

<sup>13</sup>San Mateo County Department of Environmental Management, Planning and Development Division, Seismic and Safety Elements of the General Plan, San Mateo County, 1976, Volume II, pp. 35 - 36.

<sup>14</sup>U.S. Army Corps of Engineers, San Francisco District, San Francisco Bay Shoreline Study: San Mateo and Northern Alameda Counties Interim Office Report, September 1989, 3.10.

dams. The San Fernando Dam in Southern California was built in this manner. Its partial failure during the 1971 earthquake necessitated the emergency evacuation of over 80,000 downstream residents.<sup>15</sup>

In San Mateo County, there are presently thirteen dams that are large enough to endanger lives and property in the event of failure.<sup>16</sup> The flood plain that would result from catastrophic failure of each of these dams has been mapped and incorporated into the Natural Hazards map contained in the San Mateo County General Plan.

#### Potential for Inundation from Seismically-Induced Dam Failure in Foster City

Review of the inundation area for the dam closest to Foster City, Crystal Springs, reveals that the waters would come down San Mateo Creek, spread out over portions of San Mateo, and flow into Marina Lagoon without reaching Foster City. This is consistent with an earlier analysis by Foster City Department of Public Works staff which stated, "There exists an area within the City of San Mateo east of the El Camino Real of the approximate size of Foster City which lies four to six feet below the crest elevation of the levee along Marina Lagoon in Foster City. Should Crystal Springs Dam fail and flood San Mateo, the height of the flooding would have to be in excess of six feet adjacent to Marina Lagoon. It is estimated that the maximum depth of flood inundation at the County Fair Grounds, approximately one mile west of Foster City, would be about two feet. It is, therefore, highly improbable that failure of the Crystal Springs Dam will produce any flooding in Foster City."<sup>17</sup>

#### *Surface Rupture*

Surface rupture occurs when the ground surface is broken due to fault movement during an earthquake.

<sup>15</sup>S.T. Algermissen, et. al., A Study of Earthquake Losses in the San Francisco Bay Area, U.S. Department of Commerce, National Oceanic and Atmospheric Administration, 1972, 126.

<sup>16</sup>San Mateo County Department of Environmental Management, Planning and Development Division, General Plan, November 1986, 15.12.

<sup>17</sup>City of Foster City, Public Safety Element of the General Plan, July 1979, 9.

Predicting exactly where surface rupture will occur during a seismic event is difficult because the time and intensity of earthquake occurrence cannot be predicted. The location, however, generally can be assumed to be along an active or potentially active major fault trace, the locations of which are well documented in San Mateo County.<sup>18</sup> However, there have been cases where supposedly inactive faults have experienced displacement during earthquakes centered on nearby faults.

The California State Legislature adopted the Alquist-Priolo Act in 1972 (and amended in 1993) to prevent damage from surface rupture by prohibiting the location of most structures for human occupancy across the traces of active faults. Under the Act, "Earthquake Fault Zones" are required to be delineated by the State Geologist and cities and counties must withhold development permits for sites within the zones until geologic investigations demonstrate that the sites are not threatened by surface rupture. The Alquist-Priolo Earthquake Fault Zone nearest to Foster City is the San Andreas Fault located across the Crystal Springs Reservoir along Highway 280 near State Route 92, a distance of about 8 km or 5 miles.<sup>19</sup>

#### Surface Rupture Potential in Foster City

Due to Foster City's distance from known earthquake faults, the potential for surface rupture in Foster City is considered minimal.

<sup>18</sup>The City has on file the most updated version of the Alquist-Priolo Special Studies Zones Maps which delineate the known and suspected traces of the active fault zones.

<sup>19</sup>Earl W. Hart, Fault-Rupture Hazard Zones in California, California Division of Mines and Geology Special Publication 42, 1994.

### *Summary of Effects of Major Seismic Events on Foster City*

The table below summarizes the effects of historic seismic events on Foster City.

#### **Major Seismic Events in Foster City**

Event	Magnitude	Effects
1906 San Francisco Earthquake	8.3	Levee survived; no structures known to exist.
1957 Daly City Earthquake	5.3	Levee survived; no information on structures.
1989 Loma Prieta Earthquake	7.1	Powerful shaking, minor damage to structures, damage approximately \$172,000 to City facilities; no damage to levee.

#### *Protection of Foster City from Seismic Hazards*

##### Protection of Foster City's Infrastructure from Ground Shaking

The City has taken several measures to protect the City's infrastructure from the effects of ground shaking. These measures relate to the City's bridges, water distribution system, and sewer system and are described below.

Bridges. The Shell, Foster City, and Rainbow Bridges were built in the mid 1960s. The restraining cables on these bridges were installed in 1983. The restraining cables for the Bicentennial Bridge were constructed as part of the original bridge construction in 1975. The Shell and Foster City Boulevard Bridges were modified in 1994-95 to meet current State seismic standards.

The Vintage Park Overcrossing, completed in 1991, was constructed to the seismic standards in effect at the time of construction. The widening of the Foster City Boulevard Overpass also completed in 1991, and constructed to the seismic standards in effect at the time.

Water Distribution System. In 1992, work was completed on the installation of flexible connections on all water mains where they come out of the ground and interface with structures. This interface is the point at which water mains are most likely to fail due to sudden earth movement such as that caused by earthquakes. These retrofits copy a similar installation on the 24-inch main that brings all of Foster City's water into the

City. That work was completed just weeks prior to the Loma Prieta Earthquake. The movement at that location was totally absorbed by the flexible fitting and no loss of service occurred.

At the three existing 4-million-gallon water storage tanks, flexible couplings have been installed at the interface between each tank and the underground pipe connection. These will allow for differential movements between the tanks and the pipes during seismic events.

Please see the section on *Peakload Water Supply Requirements* at the end of this Element for a discussion of seismic risk to the City's water supply line.

Sanitary Sewer System. The sanitary sewer system has a much lower exposure to damage from earth movement because most of the system is contained in the ground. With the exception of the connections at lift stations and the lagoon crossings at the Foster City Boulevard, Shell, and Bicentennial Bridges, there are no ground-to-structure interfaces. Even at the lift stations, the lift station structures are founded in the same ground that the connecting lines are, therefore differential movement is minimized. During the Loma Prieta Earthquake the sewer lines broke at the connection to the structure at both Lift Stations 10 (on Gull Ave. near Port O'Call Shopping Center) and 29 (at East Hillsdale and Edgewater Blvds.). The City's Capital Improvements Program includes a project for 1997-98 to seismically retrofit the lift stations by installing flexible joints where force mains enter lift stations.

The lift station at the City's Corporation Yard (Lift Station 59) was reconstructed in 1994/95. The new lift station and its piping connections meet all current seismic standards to resist earthquakes.

#### Protection of Buildings from Ground Shaking

The Building Inspection Division within the Community Development Department evaluates proposals for new and remodeled buildings for conformance with the safety standards in the latest adopted Uniform Building Codes.

Inspections during construction ensure that the building projects are completed in accordance with the approved plans.

Foster City is fortunate that most of its buildings were constructed under building codes that incorporated seismic safety standards. The first buildings in Foster City were constructed in 1963. The codes at this time required house framing to be bolted to the foundation.

In 1973, the Uniform Building Code incorporated new seismic standards derived from the experiences of buildings in the 1971 San Fernando Earthquake. Changes in the mid-1980's addressed non-structural hazards. In 1991, the Uniform Building Code addressed problems associated with tilt-up buildings with large openings as a result of lessons learned in the Loma Prieta Earthquake. Although the Uniform Building Code provides a minimum level of design that is intended to protect life safety in a major earthquake, these provisions do not necessarily protect against structural damage or loss of operations.

In 1973, the Uniform Building Code incorporated new seismic standards derived from the experiences of buildings in the 1971 San Fernando Earthquake. Changes in the mid-1980's addressed non-structural hazards. In 1991, the Uniform Building Code addressed problems associated with tilt-up buildings with large openings as a result of lessons learned in the Loma Prieta Earthquake.

#### **Typical Major Earthquake Weaknesses of Residential Buildings**

Problem	Hazard	What Can Be Done
Unbraced water heater	Water heater can topple, causing gas or electrical lines to break, starting a fire	Use metal straps or tubing to secure the water heater to the wall
Foundation not anchored	House can move off its foundation, causing fire and other damage	Drill holes through sill plate and install special bolts or steel plates
Weak cripple walls	Walls can collapse, causing damage and/or fire from broken utility lines	Nail plywood panels on the inside of the studs
Unreinforced masonry foundation	May break apart or shift	Strengthen or rebuilt foundation
Houses on tall walls or posts	May collapse	Obtain advice from architect or engineer
Unreinforced masonry walls	May collapse	Obtain advice from an architect or engineer
Room over garage	Large opening of a garage door may make wall too weak	Obtain advice from an architect or engineer

Source: California Seismic Safety Commission, The Residential Property Owner's Guide to Earthquake Safety, October 1993.

### Typical Major Earthquake Weaknesses of Commercial Buildings

Problem	Hazard	Type of Building	What Can Be Done
Walls poorly anchored to floors and roofs	Connections between walls and the wood floors and roof pull away and building may collapse	Precast (tilt-up) concrete or reinforced masonry constructed to meet 1970 or earlier editions of UBC	Add new anchorage
Unreinforced masonry walls	Buildings may collapse or masonry pull away and fall	Brick, hollow clay tiles, concrete block, etc. built before 1940s are most likely unreinforced	Anchor walls to floors and roof, add interior partitions or braces
Poorly reinforced concrete walls or columns	Concrete walls or columns may collapse	Concrete walls or columns of structures erected before 1975 often lack enough reinforcing steel	Add new walls or bracing, or wrap columns with steel or new concrete

Source: California Seismic Safety Commission, The Commercial Property Owner's Guide to Earthquake Safety. January 1993.

In 1989, the City Council adopted a Seismic Hazards Identification Program as part of an amendment to Title 15, Building and Construction. This program calls for the Building Inspection Division to identify buildings that meet any of the following criteria:

- Buildings constructed of unreinforced masonry.
- Buildings constructed prior to January 1, 1935 containing more than 99 occupants.
- Buildings constructed prior to August 1, 1976 containing 300 or more occupants.

pursuant to Housing Element Implementation Measure H-h are: resale inspections of single-family houses and rental housing inspections. Such programs could address nonstructural hazards such as bracing of equipment (e.g., water heaters) as well as look for other unsafe conditions as a result of unapproved building alterations.

This survey was completed in 1995 and found that no buildings in Foster City met the criteria.

In addition to structural building hazards, non-structural hazards also pose a danger to occupants and may cause an interruption of operations for businesses. Typical non-structural building hazards are noted in the table below.

Non-structural hazards are addressed through building inspections for new and modified buildings. Two new programs to be considered

## Typical Non-Structural Hazards in Commercial Buildings

Problem	Hazard	What Can Be Done
Unbraced ceiling systems	Unbraced acoustic-tile systems can shake loose, fixtures and ducts can fall, fire sprinkler heads can be knocked loose	Add wire hangers and braces
Unbraced equipment	Unbraced equipment can topple or slide; utility lines and equipment can cause fire or flood damage	Bolt or brace equipment; add flexible connections between equipment and utility lines
Large windows	Glass may break	Add new framing, add new window mullions, add window film
Unbraced building contents	Contents may be damaged, may injure occupants	Fasten heavy equipment and furniture, store heavy items in areas that pose fewer hazards

Source: California Seismic Safety Commission, The Commercial Property Owner's Guide to Earthquake Safety, January 1993.

### Geotechnical Review of Proposed Development

For properties without recent (within the past two years) geotechnical reports on file, the City requires geotechnical reports prior to construction of all new developments to determine the subsurface soil conditions and recommend appropriate building techniques to minimize damage from seismic and other geologic hazards.

### Non-Seismic Land Subsidence and Differential Settlement

Subsidence and differential settlement (the uneven lowering of the ground surface) constitute minor natural hazards in San Mateo County. Local subsidence may be caused by extracting more ground-water than is replaced by the natural hydrologic cycle. The results from this drawdown are empty pore spaces in the soil, which are compacted from the weight of overlying material. Subsidence in San Mateo County has been minimal compared to the San Jose area, where subsidence of up to eight feet has occurred due to ground water extraction.<sup>20</sup>

Differential settlement, on the other hand, is more common, often occurring when buildings and bridges are built on poor foundation materials.

Pilings are often used to anchor structures to firmer deposits below the surface in these situations. Surface footings tend to be used to support less important structures. If surface footings are used to support one part of a structure and pilings for another, differential settlement will occur, with the area supported by surface footings settling faster than the piling-supported section. However, differential settlement generally occurs slowly enough that its effects are not serious.

Areas of the County most susceptible to differential settlement and subsidence are the bay muds and the historic marshlands, which have been covered with artificial fill over the last 150 years. These areas are sinking as the deposits slowly consolidate. The rate of consolidation decreases with time, but it may take up to 100 years for complete stabilization, during which time the loss of elevation could amount to several feet.

### Potential for Non-Seismic Land Subsidence and Differential Settlement in Foster City

Settlement of areas that have been filled on top of bay mud is to be expected and is typical in Foster City. The requirement for geotechnical reports and implementation of their recommendations has minimized differential settlement and subsequent damage to a large extent.

<sup>20</sup>San Mateo County Department of Environmental Management, Planning and Development Division, Seismic and Safety Elements of the General Plan, 1976, Volume II, p. 40.

### ***Shrink/Swell Behavior***

Shrink/swell soils are those which can expand or contract depending on moisture content and soil mineralogy. Generally, expansive soils are associated with the presence of certain types of clay minerals, which expand considerably when wet, and shrink, often into fine dusts, when dry.

### **Potential for Shrink/Swell Behavior in Foster City**

Staff is not aware of any documented cases of shrink/swell soils behavior in Foster City.

## **Flood Hazards**

### ***Major Water Bodies***

The major features relating to hydrology in Foster City include San Francisco Bay, Belmont Slough, Marina Lagoon, and the Foster City Lagoon system. These resources provide recreational, open space, wildlife, and scenic values to the City, and, in the case of the Foster City and Marina Lagoons, flood protection. Map GP- 19 indicates the tributary areas to the lagoons and sloughs. These water bodies, how they function, and the hazards they pose are described below.

**San Francisco Bay.** The Bay is the primary source of water for most of Foster City's waterways and constitutes the north and northeastern boundaries of the City. The levee system has been designed to protect the City from a combination of high tides, storm surge, wave runup and long-term sea level rise in San Francisco Bay.

**Belmont Slough.** Belmont Slough constitutes the southeastern boundary of the City and continues to Redwood City. The Slough performs the following three important functions: it provides water for Foster City Lagoon water exchange which maintains the viability of the lagoon, it provides a similar action to allow exchange of water levels in the Marina Lagoon (via O'Neill Slough), and it provides a natural wildlife refuge as a result of its tidal action, mudflats, and marshland vegetation. Belmont Slough functions as a part of the San Francisco Bay and therefore the City's levee system was designed to continue along the shore of Belmont Slough to provides protection from a combination of high tides, storm surge, wave runup and long-term sea level rise in San Francisco Bay.

**Marina Lagoon.** The Marina Lagoon establishes the southwestern boundary of Foster City and was originally a slough similar to the Belmont Slough described above. The City of San Mateo converted it to a lagoon for storm drainage detention purposes and to serve as a boating area. The Marina Lagoon drains an area of 8.32 square miles which includes portions of the cities of San Mateo and Foster City. Laurel Creek, Borel Creek (which flows into the 19th Avenue Drain) and the 16th Avenue Drain comprise the three major watercourses entering Marina Lagoon. The San Mateo Pumping Station located near the mouth of the Lagoon can pump 600,000 gallons per minute.<sup>21</sup>

By operating the gates and pumps during the 100-year storm, the maximum elevation of the Marina Lagoon is predicted to be 0.43 feet National Geodetic Vertical Datum (NGVD), equivalent to 100.2 feet Foster City datum. This elevation is well below the levee crest elevation protecting the City of Foster City along its western boundary, which provides a freeboard in excess of 6 feet.<sup>22</sup> Without the gates and pumping system, the Marina Lagoon would pose a flooding hazard as it filled with storm drainage.

**Foster City Lagoon.** As a part of the original development of the City, a system of islands was constructed to increase the number of residential lots with lagoon frontage. Bridges were constructed to accommodate most sailboats. The Foster City Lagoon is used as a storm drainage detention basin with intake gates at the south end and pumps and weirs at the north end. Surface drainage is collected and drained into the lagoon system where it is discharged by gravity or pumped into San Francisco Bay at the north end of the lagoon. Water from Belmont Slough is taken into the lagoon through tide gates located at the southeast end of the lagoon.

Approximately 2,300 acres of land contribute to the stormwater runoff going into the Foster City Lagoon. During a 100-year storm this is estimated to result in a peak runoff rate of 3,600 cubic feet

<sup>21</sup> Robert Born Consulting Engineers, Inc., Report on Analysis of Foster City Levees, June 15, 1988, III-8.

<sup>22</sup> Ibid., III-35.

per second with an accumulated runoff volume of about 1,000 acre-feet.<sup>23</sup> The water level in the Lagoon is typically lowered in anticipation of a storm through the use of the large pumps located at the City's Corporation Yard on East Third Avenue. Each pump can discharge 80,000 to 125,000 gallons per minute into the San Francisco Bay. Without the gates and pumping system, the Foster City Lagoon could pose a flooding hazard as it filled with storm drainage.

#### Flood Protection

The City's flood protection is provided by a combination of levees along San Francisco Bay and Belmont Slough and the storm water detention and discharge capabilities of the Foster City Lagoon and the Marina Lagoon. The levees and the Foster City Lagoon were designed to protect the development from the "adverse and infrequent condition of a coincidental storm, and prolonged high tidal block lasting as long as 18 hours."<sup>24</sup>

The National Flood Insurance Act of 1968 and the Flood Disaster Prevention Act of 1973 established a national flood insurance program which is administered by the Federal Emergency Management Agency (FEMA). FEMA prepares Flood Insurance Rate Maps (FIRM) which identify flood zones and areas which are susceptible to 100 year floods. The national flood insurance program provides insurance coverage to property owners within flood hazard areas if the community has filed an application and adopted minimum land use and flood control measures for new construction. Foster City has applied and is part of the National Flood Insurance Program which allows homeowners to obtain flood insurance even though the City is not within the area deemed susceptible to a 100 year flood. The most recent Flood Insurance Rate Map includes all of Foster City's land area within the levee system as outside of a Special Flood Hazard Area (100-year flood).<sup>25</sup>

The history of the flood designations in Foster City has been the source of some controversy. The

<sup>23</sup>Ibid., III-11.

<sup>24</sup>Wilsey, Ham & Blair, Foster City - San Mateo County, California - Preliminary General Plan Report, March 23, 1961, 16.

<sup>25</sup>Federal Emergency Management Agency, Flood Insurance Rate Map, Community Panel No. 060318 0010 C, January 19, 1995.

City's first National Flood Insurance Rate Map dated January 1, 1977 (superseded January 19, 1995), divided Foster City into two zones: Zone A (an area of special flood hazard) and Zone C (an area of minimal flood hazard). Areas shown as Zone A included the area north and east of the levee system and an area along the southern boundary of the City. Based on fill operations along the southern boundary of the City in 1977, FEMA modified this classification from Zone A to Zone C.<sup>26</sup> By letter dated June 25, 1987, FEMA informed the City of its intention to issue a new FIRM for the City which would include all of the City within the area subject to a 100-year flood. FEMA advised the City that its proposed decision was based on a field survey conducted by the U.S. Army Corps of Engineers in 1976<sup>27</sup> and the findings of a 1984 report by the U.S. Army Corps of Engineers.<sup>28</sup>

The City pursued an appeal of FEMA's proposed determination. Extensive analysis of flood protection was performed by the City's consultant in 1988 as part of this appeal.<sup>29</sup> The report analyzed three issues related to flood protection: (1) the combined effects of high tides, storm surge, wave runup, and long-term sea level rise, (2) the potential impact of the 100-year storm on Foster City, and (3) a preliminary geotechnical analysis of the existing levee system, including an evaluation of its stability under possible increased loading due to potential raising of the levee, settlement, resistance to seepage, and resistance to erosion from wave action and potential overtopping.

<sup>26</sup>City of Foster City, Public Safety Element of the General Plan, July 1979, 13.

<sup>27</sup>U.S. Army Corps of Engineers, Report of Survey on San Francisco Bay and Tributaries, California, December 1974.

<sup>28</sup>U.S. Army Corps of Engineers, San Francisco Bay Tidal Stage vs. Frequency Study, October 1984.

<sup>29</sup>Robert H. Born Consulting Engineers, Inc., Report on Analysis of Foster City Levees, June 15, 1988.



# TRIBUTARY AREAS TO LAGOONS

## LEGEND

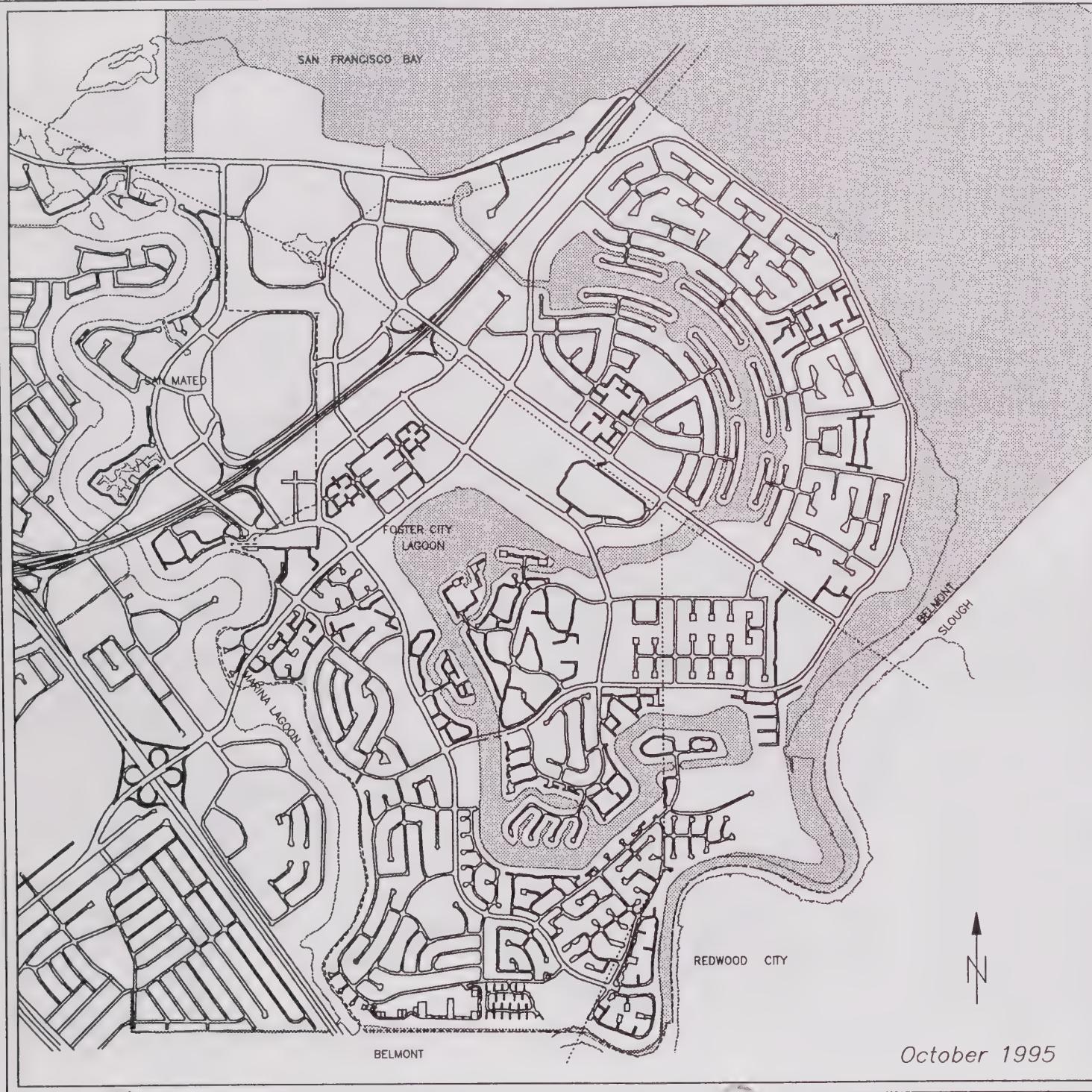
- Tributary Areas** (represented by a solid black line)
- City limits** (represented by a dashed line)
- Powerlines** (represented by a dashed line)
- Shorelines** (represented by a solid line)
- Streets** (represented by a grid pattern)

Miles

0 .3 .6

Map GP-19

October 1995



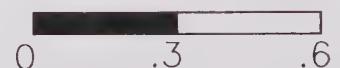
# FLOOD HAZARDS

## LEGEND

- Areas subject to 100-year flood
- City limits
- Powerlines
- Shorelines
- Streets

Flood information is generalized from the official Flood Insurance Rate Map.

Miles



Map GP-20

The report concluded that:

- The existing perimeter levee system, coupled with the existing pumping capacity of the Foster City internal drainage system, is adequate to protect the City of Foster City from flooding to the extent required under FEMA regulations except for the minimum freeboard specified under paragraphs (a) (1) of Part 65.10 of the Regulations.
- Even under existing conditions, the maximum flooding which could occur (under the required design criteria) would be limited to a few localized street areas for only limited durations. The water would likely be confined within curb faces and all developed residential and non-residential properties would be fully protected from flooding and flood hazards to the extent required under FEMA regulations.
- The U.S. Army Corps of Engineers concluded in San Francisco Bay Shoreline Study<sup>30</sup> that during a 500-year tidal event (6.73 feet National Geodetic Vertical Datum [NGVD]), the total volume of water overtopping the Foster City perimeter levee system will only be approximately 160 acre-feet, resulting in zero damage.

Additional efforts to appeal FEMA's reclassification would have required significant additional expense for engineering studies. Even if that work had been done, it was clear that FEMA's inclination would have been to require raising of the levee to avoid reclassification. Therefore, the City decided to raise the elevation of the levee system and provide other improvements to satisfy FEMA's requirements.

To meet FEMA's requirements, the height of the levee system would have to be 109.2 feet (Foster City Datum) which provides two feet above the 100-year high tide stillwater elevation. To allow for future settlement and future sea level rise, the City decided to raise the height of the levee system to 110.0 (Foster City Datum). (Sea level in San

Francisco Bay is projected to rise four to five inches in the next 50 years.<sup>31</sup>) A Capital Improvement Program project was budgeted for installation of a soil mound ranging from 1' to 3' high on the seaward side of the levee crest or adjacent to the bike path along approximately 95% of the levee with slopes of 2:1 and 3:1. The project also provided for installation of concrete sea walls with a maximum height of 24" on the seaward side of the levee crest along approximately 5% of the levee system. In addition, the shoreline protection has been improved to meet the U.S. Army Corps of Engineers' and Bay Conservation and Development Commission's (BCDC) shoreline protection requirements. The levee improvement project was completed in 1994. The Operations and Maintenance Manual<sup>32</sup> for the levees was revised and adopted by the City Council in April 1994 to replace the previous manual<sup>33</sup> in accordance with FEMA requirements for on-going maintenance.

The Federal Emergency Management Agency (FEMA) issued a new Flood Insurance Rate Map (FIRM), effective January 19, 1995, designating all land areas inside the levee system in the City of Foster City as being in Flood Zone X, defined as **outside** of a Special Flood Hazard Area (100-year flood)<sup>34</sup>. Zone X is further defined as "areas of 500-year flood; areas of 100-year flood with average depths of less than 1 foot or with drainage areas less than 1 square mile; and areas protected by levees from 100-year flood." The City's interior lagoons are designated Flood Zone A, defined as within the 100-year flood with no base flood elevations determined. Areas of the City outside the City's levee system are designated Flood Zone AE, defined as within the 100-year flood with base flood elevations determined. This elevation is indicated on the

<sup>30</sup>U.S. Army Corps of Engineers, San Francisco Bay Shoreline Study: San Mateo and Northern Alameda Counties Interim Office Report, September 1989.

<sup>31</sup>Robert H. Born Consulting Engineers, Maintenance and Operation Manual - Foster City Levees, Internal Lagoon and Pump Station, October 1988.

<sup>32</sup>Daniel, Mann, Johnson, & Mendenhall, Estero Municipal Improvement District - Levee Maintenance Program - Standards and Procedures, January 1973.

<sup>33</sup>Federal Emergency Management Agency Flood Insurance Rate Map, Community Panel No. 060318 0010 C, January 19, 1995.

FIRM as 7 feet (National Geodetic Vertical Datum of 1929).

As part of the Federal Emergency Management Agency's requirements for issuance of the revised Flood Insurance Rate Map for Foster City, floodplain management regulations must be adopted by the City. On January 3, 1995 the City adopted Chapter 15.36 of the Foster City Municipal Code, containing regulations based on the Model Floodplain Management Ordinance for California Communities (July 1992) as produced by FEMA. The purpose of the floodplain management regulations contained in the proposed ordinance is to promote the public health, safety, and general welfare, and to minimize public and private losses due to flood conditions. The ordinance establishes construction standards within all special flood hazard areas. Within the levee system, the only area of the City that is classified as special flood hazard area is the lagoon.

Please refer to the section on Seismic Safety, above, for a discussion of seismically-related flood hazards.

## Fire/Police Services

### Fire Service

The Fire Department is located at 1040 East Hillsdale Boulevard. Land is available for a future fire sub-station, if needed, at the corner of Edgewater Boulevard and Hawksbury Lane in the southern portion of the City.

The Fire Department employs 36.5 full-time equivalent permanent employees (1995-96) organized into four divisions: Administration, Fire Prevention and Life Safety, Operations and Training. Two engine companies and one truck company are in service at all times with an additional unstaffed engine in reserve. All Captains and Firefighters are certified as Emergency Medical Technicians (EMTs) and the Department provides a semi-automatic defibrillator program. Several self-help and informational training presentations, including disaster preparedness, cardiopulmonary resuscitation (CPR) and recognition of common household fire hazards, are available to any group upon request.

The Administration Division handles records management, coordinates administrative support for all Divisions, manages special studies, and manages the Department's budget and goals.

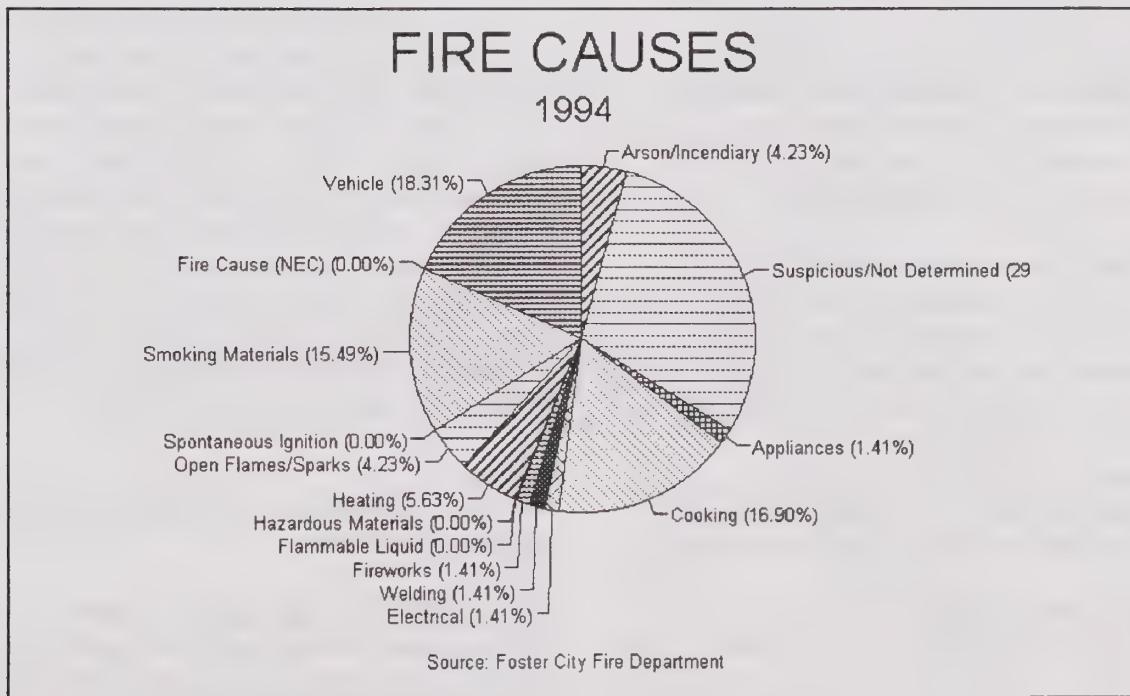
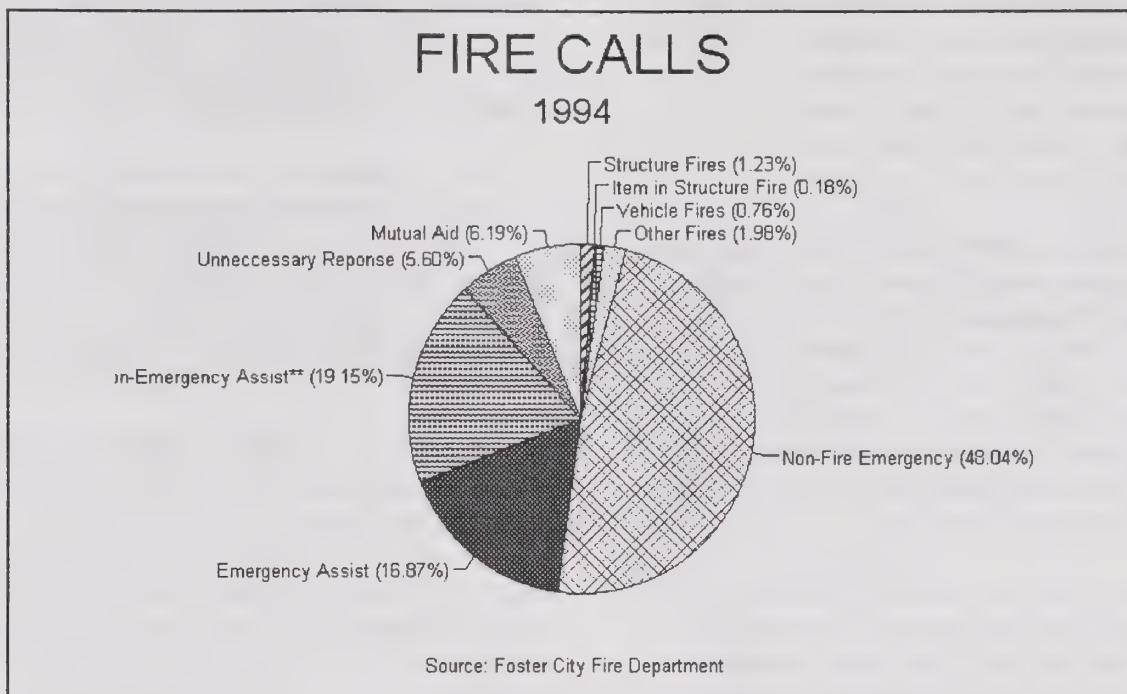
The Fire Prevention Division works to reduce the factors which contribute to the cause and spread of fire through consulting with the public, issuing permits, plan checking and inspecting buildings for fire code compliance, developing and recommending new or modified codes to the City Council, and conducting fire safety education programs in local schools.

The Life Safety, Operations and Training Division assures that all personnel are kept abreast of the most current firefighting and medical techniques and ensures compliance with mandated training requirements as well as respond to fire, emergency medical aid and rescue calls, hazardous materials incidents and citizen assists.

The Department responds to about 1,700 - 1,850 emergency and non-emergency calls annually, consisting of fire, emergency medical aid and rescue calls, hazardous material incidents, and citizen assists. The breakdown of Fire Department calls by type for 1994 is contained in the adjacent figure. The causes of fires are summarized in a figure below.

The Cities of Foster City and San Mateo are considering a possible merger of their fire departments to occur in Fiscal Year 1996-97. Such a merger would be expected to provide efficiencies resulting from the reduction in the number of management positions and the overall number of companies needed to provide acceptable fire protection in both communities.

The proposal recommends the elimination of one Foster City engine company and increasing the staffing on other equipment. The initial review by the Foster City Fire Department indicated that potential impacts due to the elimination of the engine company would be offset by the increase in immediately available emergency response personnel and equipment, the response of a battalion chief to all structure fires, and the location of reserve apparatus in the Foster City Fire Station.



### Road standards for fire equipment access

Roads must be engineered to accommodate the Department's ladder truck which weights 50,000 pounds and has a 44' outside turning radius. Roads must be a minimum of 20' in width and maintain a 13'6" vertical clearance.

### Response times/second fire station

An average response time of 3 to 4 minutes is the standard for most areas of Foster City, although response times are generally longer for Neighborhoods 7 and 8, with Neighborhood 7 being 5 minutes, 36 seconds and Neighborhood 8 being 4 minutes, 35 seconds. These times are an average and can be as much as one minute longer as a result of dispatching process time, known as the total reflex response time<sup>35</sup>

The City owns a 7,546 sq. ft. site at the corner of Hawksbury Lane and Edgewater Boulevard that is reserved for a fire station. The site is located 1.8 miles away from the existing fire station. The issue of whether a second fire station is needed has been periodically reviewed and is dependent on the City Council's policy determination of what constitutes an acceptable response time. To date, the City Council has determined that response times are adequate and a second fire station is not needed, including during review in 1995 of the FY 1995/96 to FY 1999/2000 Capital Improvements Program. The overall cost of the construction of the station is estimated to be \$1,000,000.<sup>36</sup>

The Fire Department prepared a "Large Fire Incident Study" in 1981, updated in 1987 and again in early 1990.<sup>37</sup> This study examines all neighborhoods and the special hazards within each area that would lend themselves to large fire involvement and fire spread. Building construction, water supply, personnel and resources, geography and wind conditions are factors that have been studied in this document.

The City has adopted stringent fire safety regulations for high rise buildings four or more

stories in height (75'), including requirements for fire hose cabinets, communications equipment, smoke ventilation, and emergency procedures signs. The Fire Department conducts fire drills annually in high-rise buildings.

The use of residential sprinklers has improved the fire safety in buildings constructed since they were required in 1982 under NFPA 13D standards. In 1995, approximately 1,450 of the City's 11,874 residential units are sprinklered. The instance of fires progressing beyond a first alarm assignment in sprinklered buildings is greatly diminished.

In April of 1993, the Foster City Fire Department, in conjunction with all San Mateo County fire agencies enhanced the City's mutual aid agreement. This enhancement is the Greater Alarm Plan which brought a vast improvement of the overall response capability of individual fire departments, by having additional resources available as soon as a first alarm is called, rather than waiting until conditions deteriorate. As mentioned above, the two cities are considering a merger of the two fire departments.

The Insurance Services Office (ISO) gives fire safety ratings to cities about once every 10 to 15 years. The ratings are based on a grading system that weights the department's ability to receive and handle alarms (10%), the department's structure (50%) and water supply (40%) to achieve a rating of Class 1 through 10, with Class 1 being the best rating. Foster City currently enjoys a Class 3 ISO fire insurance classification, issued August 1, 1989. The ratings have a minor effect on commercial insurance rates and no significant effect on residential insurance rates.

### Police

The Police Department is located at 1030 East Hillsdale Boulevard.

The Department organization consists of three divisions: Administration, Field Operations, and Technical Services. The Administrative Division is responsible for community relations, youth services, investigations, internal affairs, evidence control, crime prevention and budget preparation.

The Field Operations Division consists of the uniformed Patrol and Traffic Bureaus which

<sup>35</sup>William L. McDonald, Fire Chief, "Staff Report on Second Fire Station Feasibility," February 7, 1995., p. 2 and 5.

<sup>36</sup>Ibid., p. 2.

<sup>37</sup>Foster City Fire Department, "Neighborhood Staff Study for Large Fire Incidents," 1990.

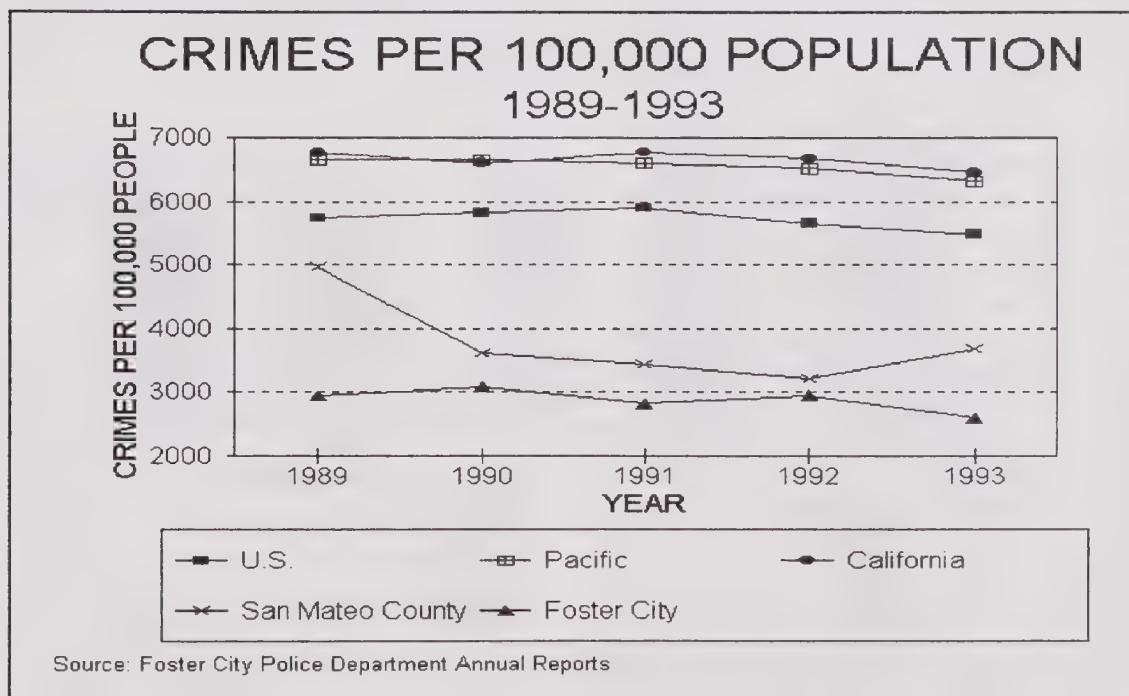
respond to calls and preliminary investigations. The Division includes patrol and traffic officers, K-9 officers, bicycle officers, field training officers, evidence technicians and community service officers and is additionally responsible for police training.

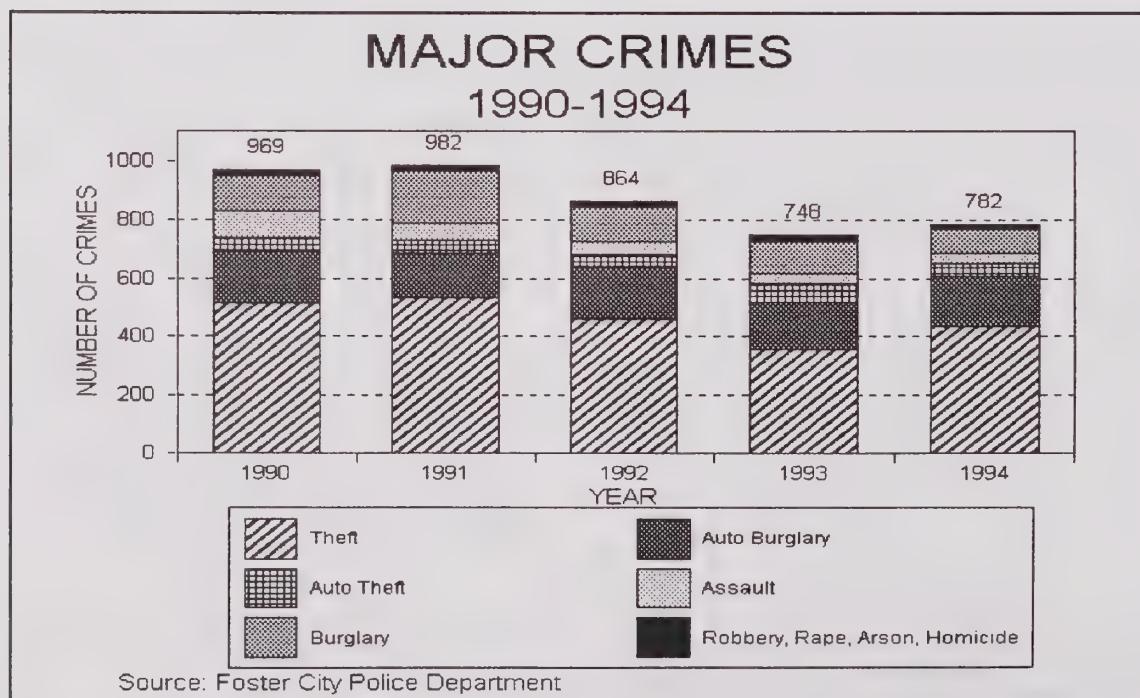
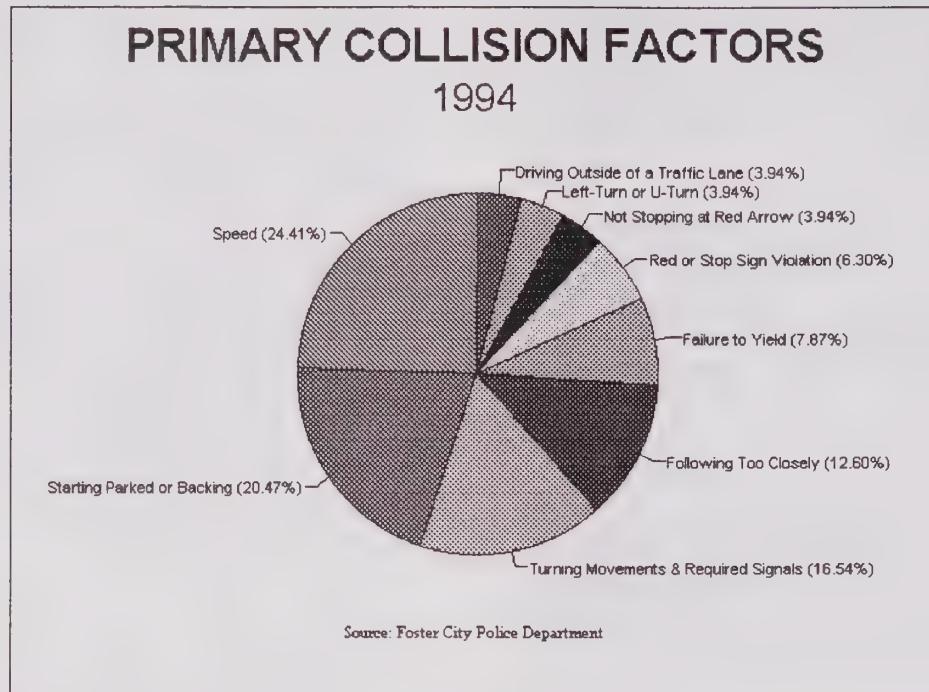
The Technical Services Division consists of the Records and Communications Bureaus. The Division is responsible for receiving all calls, dispatching, maintaining and distributing records, and the Department's computer operations.

A comparison of major crime rates in Foster City with San Mateo County, California, the Pacific States, and the United States for 1989-1993 is contained in the adjacent figure (major crimes are Part I crimes as defined by the Department of Justice). A breakdown of major crimes for 1990-1994 in Foster City is contained in the figure below.

The Police Department also responds to vehicle accidents and reports on the types and causes of these accidents. In 1994, of the total 279 vehicle collisions, 209 were non-injury and 70 involved injuries. Seven involved driving under the influence. The various reported primary collision factors are indicated in the graph below.

The Police Department offers a wide variety of crime prevention programs including Neighborhood Watch, Apartment Watch, Business Watch, newsletters, security surveys, various public education and training programs, programs with community groups and organizations. Plans for new developments are also reviewed by the Police Department for compliance with crime prevention requirements.





## Urban Hazards and General Safety Considerations

### *Hazardous Materials*

Of the over six million chemicals in today's marketplace, over sixty thousand are considered hazardous. Most people have hazardous materials in their homes, including such items as motor oil, paints, cleaning solvents, and pesticides. Hazardous materials are also stored and handled by many businesses in Foster City, which, in addition to the same materials found in residences, can also include chemicals and materials used in industrial processes and biological research.

Many of the businesses and residents that store and handle hazardous materials also generate hazardous waste. Hazardous waste generated by businesses may include industrial wastes (e.g., solvents, sludges with metallic content, waste oil, pesticides, and biological waste (e.g., laboratory research waste or specimens). Businesses that many consider "clean industry," such as electronic equipment manufacturers and biotechnology companies, use and generate hazardous materials. Household hazardous wastes can include paints, pesticides, batteries, motor oil, and other chemicals.

### Federal and State Laws

Management of hazardous materials and hazardous wastes is guided by a number of federal and state laws, including:<sup>38</sup>

- Federal Resource Conservation and Recovery Act (RCRA)
- Federal Comprehensive Environmental Response, Compensation and Liability Act (CERCLA)
- California Hazardous Substance Account Act (HSAA)

- California Hazardous Waste Control Act of 1973 (HWCA)
- Tanner Hazardous Waste Management Planning Act of 1986
- Hazardous Waste Source Reduction and Management Review Act of 1989
- Hazardous Waste Management Planning and Facility Siting
- Underground Storage Tank Act (USTA)
- Hazardous Materials Release Response Plans and Inventory Act
- Hazardous Materials Management Act
- Emergency Planning and Community Right to Know Act

Planning for hazardous waste management has been the subject of much effort in San Mateo County in the last decade as a result of changes in state requirements as well as an increased awareness of problems associated with hazardous materials and hazardous wastes. These efforts are summarized below.

### San Mateo County Hazardous Waste Management Plan

The Tanner Hazardous Waste Management Planning Act of 1986 required that all counties in California develop plans to properly manage all hazardous wastes (residential, commercial, and industrial). Following approval of a county plan by the State Department of Health Services, each city is required to either adopt a city plan consistent with the approved county plan, or incorporate the applicable portion of the county plan by reference into the city's General Plan, or require all land use decisions to be consistent with the county plan.

The San Mateo County Hazardous Waste Management Plan, approved by the San Mateo County Board of Supervisors and a majority of the cities in San Mateo County in September 1989, established broad policies and programs for the management of these wastes. The Plan establishes a "fair share" requirement with regard to hazardous waste facilities, designates appropriate areas for these facilities if additional facilities are required in the County, and assigns a Hazardous Waste Management Plan funding allocation to each jurisdiction. In December 1990, the City Council adopted the San Mateo County Hazardous Waste Management Plan.

<sup>38</sup>James Longtin, Longtin's California Land Use - 1995 Supplement, (Malibu, California: Local Government Publications), 1995, 300-312.

The San Mateo County Hazardous Waste Management Plan establishes possible strategies for dealing with hazardous waste, in order of highest to lowest preference, as follows:

1. Source reduction
2. Recycling
3. Treatment
4. Storage
5. Disposal

#### Joint Household Hazardous Waste Element

The Integrated Waste Management Act of 1989 requires each county to prepare an integrated waste management plan containing three components: (1) source reduction and recycling elements from each city and each county, (2) city and county household hazardous waste elements, and (3) a county-wide siting element (Public Resources Code 40950).

In compliance with the Integrated Waste Management Act of 1989, a Joint Household Hazardous Waste Element (HHWE) was prepared under the direction of a task force representing San Mateo County and fifteen cities. The HHWE includes programs to guide recycling, collection and refuse monitoring of household hazardous waste as well as public education and information. The Joint Household Hazardous Waste Element was adopted by the City Council on August 17, 1992.

#### Local Implementation of Hazardous Materials Requirements

Health and Safety Code Sections 25500-25521 require that business and area plans be established for hazardous materials storage, handling and emergency response. Each county or city which assumes responsibility for the implementation of the area and business information plans must designate a department, office, local fire district or other agency as the administering agency responsible for administering and enforcing the plans.<sup>39</sup> In Foster City, San Mateo County has been designated as the agency with primary responsibility for hazardous material review, inspection, and enforcement.

The Fire Department and the Building Inspection Division of the Community Development Department coordinate review of building permits to ensure that hazardous materials requirements are met. Building permits for new buildings or tenant improvements are reviewed to ensure that the required separation between hazardous materials and some types of land uses are met, and that where hazardous materials are permissible, proper facilities are included to handle and store them. Business licenses are reviewed to ensure that when businesses move into an existing building, their uses of hazardous materials are evaluated. The Fire Department also performs annual inspections of businesses which includes a review of hazardous materials handling and storage. (Health and Safety Code Section 25507.2 requires an inspection at least every three years.) The City's code enforcement program, carried out within the Planning and Code Enforcement Division of the Community Development Department also assists in enforcement and abatement of hazardous uses or structures.

The procedures for response to a hazardous materials spill are contained in the Foster City Multi-hazard Functional Plan. The City also participates in the County Hazardous Materials Response Plan. The California Highway Patrol, Caltrans, Foster City Fire, Police and Public Works Departments, and the County Hazardous Materials Response Team all have responsibilities with respect to a substance spill.

#### *Electro-magnetic Fields*

##### Health-related concerns

Electro-magnetic fields can be created by power transmission lines, power distribution lines, electrical service vaults and conductors, appliances, and also occur naturally. Electro-magnetic fields from electricity have a much lower frequency (referred to as Extremely Low Frequency or ELF) and therefore lower energy than microwaves or X-rays, although they are all forms of electro-magnetic energy.

Media attention has been focused on whether adverse human health effects could result from exposure to electric and magnetic fields (EMF). Public and private concerns are based on

<sup>39</sup>Ibid., 220.

research reports of a statistical association between EMF exposure to human populations and some forms of cancer, as well as measurable biological effects in laboratory animals, tissues, and cells. Although the existing evidence does not prove a cause-effect relationship for EMF exposure and human disease or injury, it does suggest the need for further research to allow for a realistic evaluation of the possibility of public health risks and assessment of their potential magnitude.<sup>40</sup>

In Foster City, a major source of electro-magnetic fields is believed to be the power transmission lines that cross the City. These power lines are contained within large easements which preclude permanent structures within them. Parking, landscaping, and recreation areas are commonly located within the easements. Placing these lines underground is not likely to be economically feasible and could inadvertently exacerbate any potential electro-magnetic field problem by placing the lines closer to people on the surface.

### Studies

Many studies have been performed regarding possible health-related effects of electro-magnetic fields. Many of these are listed in a bibliography contained in the Safety Element Technical Appendix. The City has collected copies of some of these studies as well as other reference material and these are available for the public's review in the Community Development Department. It has been the City's position that until there are more definitive studies and/or guidelines from the governmental agencies that have expertise in this field, the City should not prematurely attempt to enact its own regulations attempting to address suspected or potential problems associated with electro-magnetic fields.

The City does not have the resources or expertise to make analytical judgements of comparative studies on such technical medical and scientific subjects and relies on the state and federal agencies with such expertise to evaluate the information available and craft appropriate regulations and guidelines.

<sup>40</sup>Office of Research and Development, U.S. Environmental Protection Agency, Electric and Magnetic Fields: An EPA Perspective on Research Needs and Priorities for Improving Health Risk Assessment, EPA/600/9-91/016F, December 1992, p. ES-1.

### *Emergency Plan and Training*

The City Council has adopted the Foster City Multihazard Functional Plan using the Standardized Emergency Management System (SEMS) as the City's Emergency Plan "to incorporate and coordinate all the facilities and personnel of the City into an efficient organization capable of reacting adequately in the face of any disaster, and to conduct such operations as the nature of the disaster requires..." The Plan assigns various emergency functions and responsibilities to different departments and also includes information specific to different types of emergencies. The City staff conducts training exercises at least twice each year to practice and refine the use of the Plan. These training exercises occasionally involve other resources in the City or surrounding area such as the American Red Cross, the San Mateo Area Office of Emergency Services, and RACES (Radio Amateur Civil Emergency Service).

Following the Oakland Hills fire in 1991, state legislation required cities to revise their emergency plans to follow a standardized format. A revision of the City's plan is anticipated to be adopted by the City Council in the fall of 1995.

The Fire Department participates in emergency preparedness with local businesses upon request. Department members also participate and assist local schools through the "Disaster Coalition" which is a standing committee of school and City representatives.

The City has, over the years, improved the ability of public facilities to operate in emergency conditions by adding emergency power generators. In addition to emergency power to many sewer lift stations, emergency power generators are in place at the Police Department (which also functions as the emergency operations center), Fire Department, Corporation Yard, and Community Recreation Center.

### *Evacuation Routes*

Evacuation routes can include a roadway, waterway, or trail that will allow an orderly removal of people and possessions from an area endangered due to floods, hazardous materials spills, or other emergency. California law requires each city to discuss and map its emergency

evacuation routes in the Safety Element of its General Plan. Evacuations would be at the direction of the Director of Emergency Services, usually the City/District Manager.

Evacuation routes for Foster City are limited by the waterways and freeways that surround the City. There are basically two types of evacuation routes available: major evacuation routes (those that allow use by automobiles) and minor evacuation routes (those that allow use by pedestrians and bicyclists). Since Foster City is surrounded by the San Francisco Bay on the north and east and by Belmont Slough on the east and south, the evacuation routes are generally characterized in the City's Emergency Plan as "go west."

Evacuation by water is not likely to be useful due to the fact that both the Foster City Lagoon and the Marina Lagoon are enclosed waterways and that boats suitable for evacuation of large numbers of people are not available. The use of Werder Pier for evacuation by boat is also not considered likely since the availability of any boats and their ability to tie up to the pier is unknown. The major and minor evacuation routes are listed below and shown in Map GP-21. The use of any evacuation route would depend on the type and location of a specific emergency, which if any, routes had sustained damage, and many other factors.

## Evacuation routes

Roadway	Number of Lanes	Average Width
<b>Major routes:</b>		
State Route 92	8	96'
East Hillsdale Blvd.	6	72'
Foster City Blvd. to East Third Ave.	4	48'
<b>Minor routes:</b>		
Trail to Belmont	(Not applicable)	12'
Levee pedway under S.R. 92 to East Third Avenue	(Not applicable)	10'

Source: City of Foster City, Multihazard Functional Plan.

## Peakload Water Supply Requirements

The Estero Municipal Improvement District (EMID) provides water and sewer service to Foster City and water service to the Mariner's Island area of San Mateo. The San Francisco Water Department (SFWD) supplies all the water sold by EMID. The existing connection to SFWD is via a single 24-inch main approximately 19,800 feet long which travels, in San Mateo, along East Third Avenue, Ninth Avenue, and Crystal Springs Road to the SFWD's Crystal Springs No. 2 pipeline. The water availability from the SFWD is, by agreement, unlimited except in time of drought. The current agreement with SFWD expires August 24, 2011. A new agreement will have to be negotiated at the time the current agreement expires.

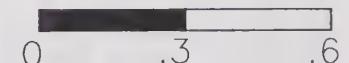


# EVACUATION ROUTES

## LEGEND

- City limits
- Evacuation Routes
- ..... Powerlines
- Shorelines
- Streets

Miles



Map GP-21

An emergency water supply line from the Belmont County Water District was completed in 1991 and enters Foster City from the south across the Belmont Slough. This emergency supply line is 12" in diameter and could, along with water in the District's storage tanks, be utilized to provide water to the community during a short-term outage. Depending on the time of the year, this could be from one to three days. An outage longer than this would require a severe curtailment of water use since the storage tanks would be drawn down. Also, the effect on the Belmont County Water District system would be significant if Foster City were to take the maximum amount of water available through this connection. For this reason it is anticipated that Belmont County Water District would be reluctant to approve more than a short-term use of the connection.

Another 12" emergency water supply line connects to California Water Company and is located at East Hillsdale Blvd. and Norfolk Ave. The water pressure in the California Water Company system is very low and thus this connection could not supply a significant portion of the District's daily demand.

The District has three water storage tanks which hold approximately 4 million gallons of water each. Within Foster City there are two or three private wells that supply water for use in large water features.

Pursuant to State Water Code requirements, the District adopted an "urban water management plan" in 1985 entitled "Water Conservation Management Plan," prepared by KCA Engineers. The implementation of the Plan includes regular water management reports, regular testing of large meters, preventative exercising of valves and flushing of mains, replacement of residential water meters, and public information programs.

EMID has performed three formal investigations of the adequacy of the supply and storage elements of the District's water system:

"Study of a Second Water Supply Source for Foster City," KCA Engineers, July 1984.

"Water System Study," EMID staff, February 1988.

"Engineering Evaluation and Feasibility Study: Water Supply and Storage Requirements," Harris Consultants, February 15, 1991.

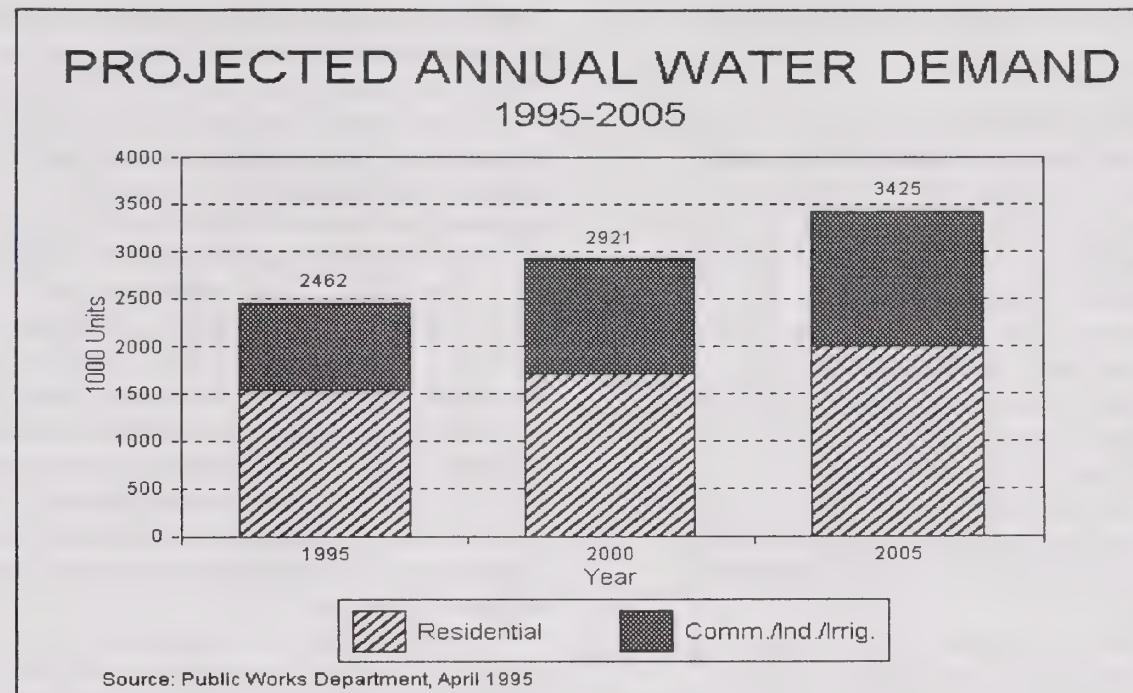
The 1991 study estimated that annual demand will increase to about 3,530,000 units (2,640 million gallons) by the year 2000 - up from 2,815,000 units (2,110 million gallons) in 1987, the most recent non-drought year. For the year 2000, the estimated average daily, maximum monthly and maximum daily demands will be about 7.2, 10.1 and 14.5 million gallons per day (mgd), respectively. For comparison, the average daily and maximum monthly demands in 1987 were 5.8 and 8.0 mgd.<sup>41</sup>

More recent water demand projections illustrate the effectiveness of water conservation efforts. Water use habits have changed in many households and businesses as a result of increased conservation during drought years and future demand projections have therefore been lowered. Water demand was projected in the "Water Shortage Contingency Plan" in January 1993 and again in 1995 for a study of sewer and water rates. The 1995 estimates project that annual demand will increase from 2,462,000 units in 1995 to about 2,921,000 units by the year 2000 and 3,425,000 units in 2005.

All three investigations discuss the options for one or more additional supply lines and additional storage capacity. The 1991 report concludes:

- the single supply line is vulnerable to both short- and long-term interruptions.
- the capacity of the existing supply is now strained by increasing demands caused by growth; this deficiency will become more serious by the turn of the century.
- storage, while satisfactory for peaking and firefighting needs, does not provide an adequate emergency reserve.

<sup>41</sup>Harris Consultants, Inc., Engineering Evaluation and Feasibility Study: Water Supply and Storage Improvements, 2-1.



The 1991 report points out that in most water systems, the maximum daily demand is met from supply (i.e., directly out of the connection to SFWD). Maximum hourly and fire-fighting demands are normally met using storage (i.e., from water tanks).

The 1991 report recommends the following improvements:

1. A south connection to SFWD facilities and a 30-inch transmission main.
2. A 24-inch Edgewater Blvd. feeder main.
3. A third, 4-million-gallon steel tank located at the Corporation Yard.
4. Extension of the existing north transmission main westerly to connect to SFWD's Sunset Supply Line.

5. Provision for approximately 8 million gallons of additional storage either in the south area of the District (or at an elevated site in San Mateo).

The third water tank was completed in 1994. The Capital Improvements Program includes a "Second Water Supply Project" to determine the District's course of action and then proceed with more detailed studies and investigations of either a "southern connection" or a "northern connection" to the San Francisco Water Department pipelines. Either connection is projected to cost approximately \$20 million.

The Public Works Department also undertook its own analysis of the earthquake damage probability for the 24" and proposed 30" water lines. Earthquake-related damage probabilities for the EMID water lines were determined using earthquake probability data in conjunction with a water line damage model. Based on the earthquake data for the San Andreas San Francisco Peninsula fault segment, the earthquake-related damage probabilities for the next 30 years were 0.13 for the 24" water line, 0.14 for the proposed 30" water line, and between

0.02 and 0.13 for both lines to be damaged at the same time.<sup>42</sup>

The Public Works Department has taken several measures to improve the reliability of the water supply system. In addition to the installation of flexible connections in the 24" supply line, \$50,000 in parts for the 24" line have been purchased and stored to reduce the time necessary for any emergency repairs. Also included in the Five-Year Capital Improvement Program is an ongoing program of repair and/or replacement of line and air relief valves to keep the water distribution system in good operating order. Efficient operating valves are necessary in order to allow quick response to emergencies and to minimize the area of shut down in case of an emergency.

The Public Works Department also evaluated the feasibility of construction and cost of a water storage facility at Sea Cloud Park as called for by the 1991 Harris Consultants study.<sup>43</sup> The storage facility would be located in the existing undeveloped portion of Sea Cloud Park with sports fields or courts placed on top of it. This report notes that although the project is hydraulically and structurally feasible, the most notable obstacle affecting the project is that most of the site is very likely to be considered a wetland. "Obtaining permits for constructing on a wetlands area would be extremely difficult, if not impossible."<sup>44</sup>

**Water Rationing.** Due to drought conditions, the District was under mandatory water rationing from SFWD in 1977, 1988, and 1990 to March 1993 (with the exception of 1989). The District has, in turn, had to impose water rationing on its customers during these periods. The mandatory water rationing plan adopted by SFWD included a system-wide 25% reduction from 1987 levels. SFWD imposed this reduction by separating water use into theoretical inside use and outside use. Inside use was determined by assuming that 90% of water use during December-March was for inside use. SFWD's method then provides a zero

<sup>42</sup>Foster City Public Works Department, Earthquake Damage Probability Study for the 24" and Proposed 30" Water Lines, undated, 2.

<sup>43</sup>Foster City Public Works Department, Feasibility of Water Storage Facilities on the Undeveloped Area of Sea Cloud Park, March 16, 1992.

<sup>44</sup>Ibid., 2.

allotment for outside use in the winter months of December-March.

EMID's water rationing system was designed to emulate the total reduction in consumption that is dictated by SFWD's rationing formula and is explained in detail in the "Water Shortage Contingency Plan" adopted by EMID in March 1993. The EMID Board has adopted a methodology for determination of allotments for individual users based on land use. The EMID Board has adopted policies and measures in Chapter 8.60, Water Conservation and Rationing, to be followed in periods water emergencies including a list of prohibited uses when conservation measures are necessary and a more stringent list of prohibited uses during times of water rationing.

**Future Outlook for Water Supply.** In 1913 the Raker Act was approved which gave San Francisco development rights on the Tuolumne River. Construction of the Hetch Hetchy project, designed as a 400 million gallons per day (mgd) water system, commenced immediately. The system consists of waters of the Tuolumne River which drain into three reservoirs: Hetch Hetchy, Lake Lloyd and Lake Eleanor. Along with local Bay Area reservoirs, and with exchange storage in New Don Pedro Reservoir gained through a joint project with Modesto Irrigation District and Turlock Irrigation District, San Francisco's total storage capacity stands at approximately 1.47 million acre feet.<sup>45</sup>

A network of pipelines and tunnels transports water from the Sierra reservoirs to the SFWD service area. As constructed, the aqueduct has the capability of meeting a peak demand of 300 mgd and an average demand of 270 mgd. In fiscal year 1991 with mandatory rationing enforced, the system delivered an average of 205 mgd, of which two-thirds were used by suburban customers such as Foster City.<sup>46</sup>

<sup>45</sup>Manna Consultants, Inc., Water Supply, Demand and the Future: A Summary of Current Conditions, Prior Work, and Their Implications for Future Water Supply Policy, November 6, 1992, 6.

<sup>46</sup>Ibid., 7.

The Raker Act, which approved the Hetch Hetchy project, requires that San Francisco must recognize the prior rights of the Modesto Irrigation District and Turlock Irrigation District to receive water up to specified amounts of the natural daily flow of the Tuolumne River. This provision means that the amount of water available to SFWD cannot be determined until the late spring, since the timing of the snow melt can have significant impacts on the flows available.

Recent studies prepared for the San Francisco Water Department are not encouraging regarding the amount of water available to the Hetch Hetchy Water and Power system. A report prepared in November 1992 projects that post-drought demands will be well above the estimated "safe-yield" of the system.<sup>47</sup> The alternatives to deal with this are to limit demand, acquire additional water supplies or build additional facilities.

## Appendices

### Glossary of Terms: Safety Element

### Safety Element Bibliography

#### *Seismic Safety*

Association of Bay Area Governments, On Shaky Ground, April 1995.

#### *Flood Hazards*

Federal Emergency Management Agency, Flood Insurance Rate Map, Community Panel No. 060318 0010 C, January 19, 1995.

#### *Fire Safety*

McDonald, Chief William L., "Staff Report on Second Fire Station Feasibility," February 7, 1995.

<sup>47</sup>Ibid., 1.

# Safety Goals, Policies and Programs

## Introduction

The background section of this element described the natural and man-made hazards affecting Foster City as well as existing programs that address those hazards. This section of the element draws upon the background information to establish goals and policies for future City efforts to protect the community from unreasonable risks associated with these hazards.

## Safety Goals

### **S-A Protect From Seismic and Geologic Hazards.**

Protect the community from unreasonable risk to life and property caused by seismic and geologic hazards.

### **S-B Protect From Flood Hazards.**

Protect the community from unreasonable risk to life and property caused by flood hazards.

### **S-C Protect From Fire and Dangerous Conditions.**

Protect the community from unreasonable risk to life and property caused by fires and dangerous conditions.

### **S-D Prepare to Respond to Emergencies.**

Minimize potential damage to life, environment and property through timely, well-prepared and well-coordinated emergency preparedness, response plans and programs.

### **S-E Provide Police Services.**

Reduce criminal activity and instill a feeling of safety and security in the community.

## Safety Policies

### *Protect from Seismic and Geologic Hazards*

#### **S-1 Use Most Current Uniform Codes.** The City will use the most current uniform codes to review permits for new and modified structures.

#### **S-2 Educate the Public about Seismic Hazards.** The City will offer programs regarding hazardous buildings and conditions and possible mitigation measures to minimize seismic and geologic hazards.

#### **S-3 Protect the City's Infrastructure and Emergency Facilities from Seismic and Geologic Hazards.** The City will take measures to prevent damage to the City's infrastructure and emergency facilities resulting from seismic and geologic hazards.

### *Protect From Flood Hazards.*

#### **S-4 Flood Protection.** The City will maintain the City's levees and lagoon system for flood protection.

#### **S-5 Flood Plain Regulations.** The City will control development to minimize risks to persons and property within any special flood hazard area through flood plain regulations.



### *Protect From Fire and Dangerous Conditions.*

- S-6 Minimize Loss of Life, Injuries, and Property Damage Due to Fires.** The City will minimize loss of life, injuries, and property damage due to fires through review of development proposals, public education, and maintenance of well-trained fire suppression personnel.
- S-7 Hazardous Materials.** The City will protect the community from unreasonable risks associated with hazardous materials.
- S-8 Electromagnetic Fields.** The City will monitor available information regarding possible health hazards of electro-magnetic fields.

### *Prepare to Respond to Emergencies.*

- S-9 Emergency Response.** The City will prepare to respond to emergencies through the City's Emergency Plan, training, and other measures.
- S-10 Water Supply.** The City will provide an adequate supply of water for daily use and emergency situations.

### *Provide Police Services*

- S-11 Police Services.** The City will provide police services necessary to maintain community order and public safety.
- S-12 Crime Prevention.** The City will provide crime prevention and other programs to educate the public and maintain and improve communication with community groups and organizations.

## **Safety Programs**

### *Protect from Seismic and Geologic Hazards*

- S-a Geotechnical and Engineering Reports.** The City will require site specific geotechnical and engineering reports for new structures. Target: Ongoing. Responsible Agency: Building Division.
- S-b Geotechnical Reports Library.** The City will establish a geotechnical report library at City Hall. Target: 1996. Responsible Agency: Community Development Department.
- S-c Seismic Safety Education.** The City will include seismic safety education in the Fire Department's public education programs, such as Neighborhood Emergency Response Team training and earthquake preparedness training. Target: Ongoing. Responsible Agency: Fire Department.
- S-d Non-Structural Hazards Assessment.** The City will include an assessment of non-structural seismic hazards as part of annual inspections of businesses as part of a public education program. Target: 1996. Responsible Agency: Fire Department and Building Division.
- S-e Expand Seismic Hazards Identification Program.** The City will consider expansion of the City's Seismic Hazard Identification Program to include additional potentially hazardous types of buildings and/or a lower number of occupants. Target: 1996. Responsible Agency: Building Division.
- S-f Protect City's Infrastructure and Facilities.** The City will protect the City's infrastructure and facilities from damage due to seismic and geologic hazards through proper design and retrofitting

older facilities to current standards. Target: Ongoing. Responsible Agency: Public Works Department.

*Protect From Flood Hazards.*

**S-g Maintain Levees and Lagoon for Flood Protection.** The City will maintain the City's levees and lagoon for flood protection pursuant to the "Operation and Maintenance Manual, Foster City Levees and Pump Station" and the "Lagoon Management Plan." Target: Ongoing. Responsible Agency: Public Works Department.

**S-h Flood Plain Regulations.** The City will evaluate any proposed development within special flood hazard areas for conformance with the City's flood plain regulations as contained in Chapter 15.36 of the Foster City Municipal Code. Target: Ongoing. Responsible Agency: Community Development Department.

*Protect From Fire and Dangerous Conditions.*

**S-i Use of Uniform Codes.** The City will adopt and enforce the most current uniform codes with additional local requirements as necessary tailored to Foster City. Target: Ongoing. Responsible Agency: Building Division and Fire Department.

**S-j Development Review for Fire Safety.** The City will review proposals for new and modified buildings to ensure that fire safety provisions are included as required by the most current uniform codes and local regulations. Target: Ongoing. Responsible Agency: Building Division and Fire Department.

**S-k Fire Education/Prevention.** The City will provide a fire education/prevention program to schools, businesses and the community through publications, training classes, and other means. Target: Ongoing. Responsible Agency: Fire Department.

**S-l Annual Inspections for Fire Safety and Hazardous Materials.** The City will conduct annual inspections of businesses and multi-family dwellings in order to ensure compliance with fire safety and hazardous materials requirements. The City will continue to provide inspections of residential care facilities at the request of the Department of Social Services. Target: Ongoing. Responsible Agency: Fire Department.

**S-m Water Supply and Delivery.** The City will maintain a water supply and delivery system that can meet potential fire fighting demands through annual exercising of fire hydrants and periodic review of storage needs. Target: Ongoing. Responsible Agency: Public Works Department.

**S-n Resale and Rental Housing Inspections.** The City will consider expansion of the City's building code enforcement program to assure compliance with basic health and safety building and fire standards and appropriate permits, including: (1) resale inspections of single family homes; (2) rental housing inspections; and (3) public outreach and education. Target: 1996. Responsible Agency: Community Development Department.

**S-o Electromagnetic Fields.** The City will monitor available information regarding possible health hazards of electro-magnetic fields. Target: Ongoing. Responsible Agency: Community Development Department.

*Prepare to Respond to Emergencies.*

- S-p Emergency Response.** The City will prepare to respond to emergencies through use of established procedures, programs of on-going training, periodic exercises of the City's Emergency Plan, and mutual aid agreements. Target: Ongoing. Responsible Agency: All Departments.
- S-q Emergency Plan.** The City will maintain the City's Emergency Plan indicating responsibilities and procedures for responding to an emergency. Target: Ongoing. Responsible Agency: Fire Department.
- S-r Emergency Power.** The City will provide emergency power at critical City facilities such as major sewer lift stations, lagoon pumps, and public safety buildings. Target: Ongoing. Responsible Agency: Public Works Department.
- S-s Monitoring of Water, Sewer and Lagoon Systems.** The City will provide and maintain a consolidated remote monitoring capability for the water distribution system, the wastewater collection system and the lagoon system that can be monitored 24 hours a day by Public Works staff or Police Department staff. Target: Ongoing. Responsible Agency: Public Works Department.
- S-t Water Supply.** The City will study the feasibility of adding water storage and/or supply facilities. Target: 1999. Responsible Agency: Public Works Department.

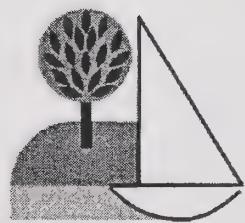
*Provide Police Services*

- S-u Water Delivery System.** The City will ensure the adequacy of the water delivery system through periodic testing, flushing, and replacement of parts as needed. Target: Ongoing. Responsible Agency: Public Works Department.

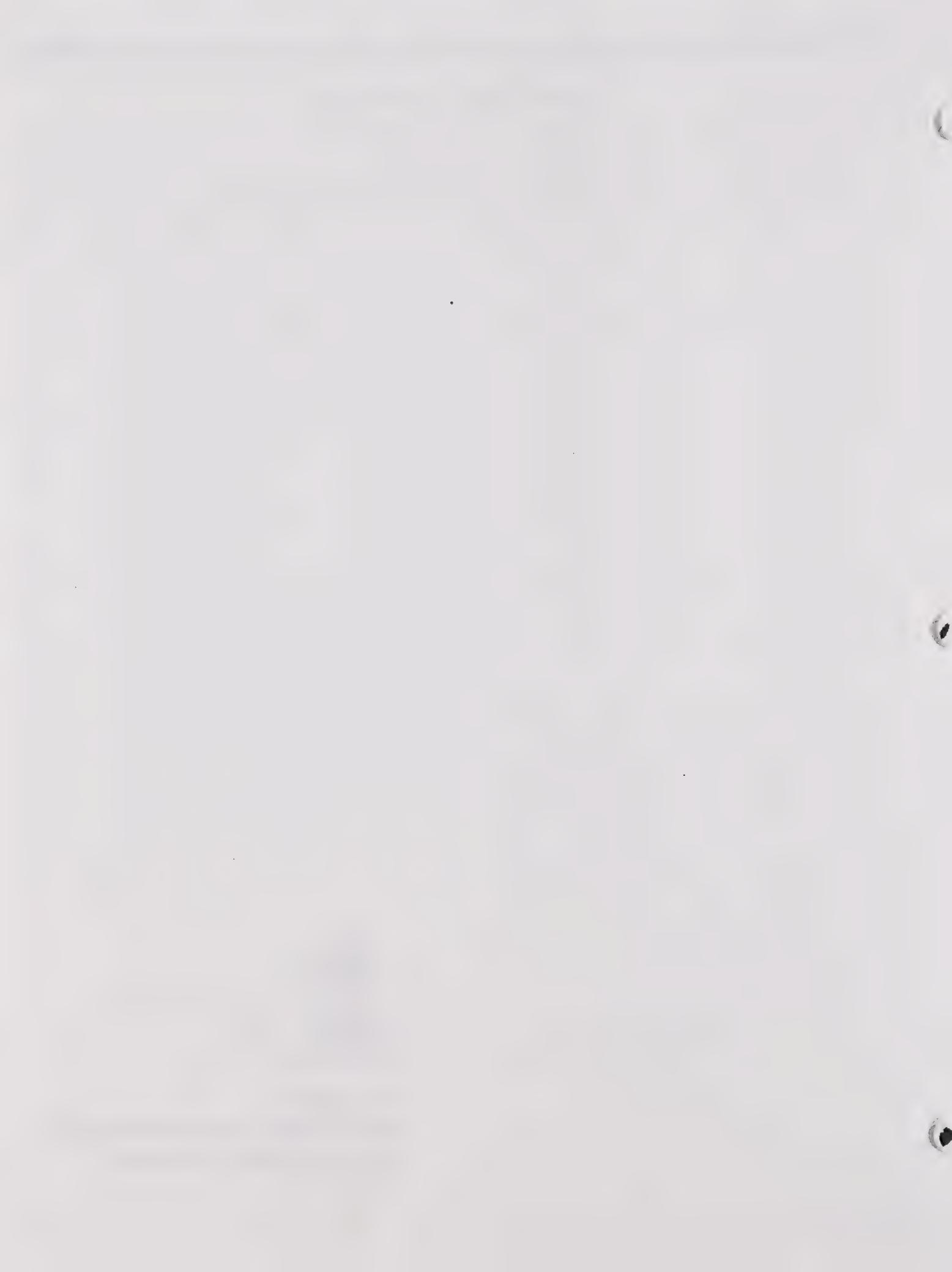
- S-v Police Services.** The City will provide adequate personnel, training, and equipment to support the provision of police services. Target: Ongoing. Responsible Agency: Police Department.
- S-w Crime Prevention.** The City will provide a variety of crime prevention programs to educate and involve the community, including but not limited to Neighborhood Watch, Apartment Watch, Business Watch, newsletters, security surveys, and programs with community groups and organizations. Target: Ongoing. Responsible Agency: Police Department.
- S-x Development Review for Crime Prevention.** The City will review proposals for new and modified buildings for compliance with crime prevention requirements. Target: Ongoing. Responsible Agency: Police Department.

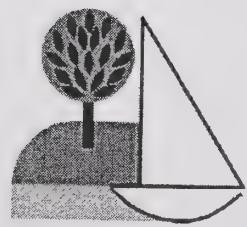
## Safety Element Program Summary

Safety Program	Agency Responsible								Time Frame
	CC	PC	CDA	CD	BLDG	FIRE	PW	Other	
S-a Geotechnical and Engineering Reports					**				Ongoing
S-b Geotechnical Reports Library					**				1996
S-c Seismic Safety Education						**			Ongoing
S-d Non-Structural Hazards Assessment					**	**			1996
S-e Expand Seismic Hazards Identification Program					**				1996
S-f Protect City's Infrastructure and Facilities.						**			Ongoing
S-g Maintain Levees and Lagoon for Flood Protection						**			Ongoing
S-h Flood Plain Regulations					**				Ongoing
S-i Use of Uniform Codes					**	**			Ongoing
S-j Development Review for Fire Safety					**	**			Ongoing
S-k Fire Education/Prevention						**			Ongoing
S-l Annual Inspections for Fire Safety and Hazardous Materials						**			Ongoing
S-m Water Supply and Delivery							**		Ongoing
S-n Resale and Rental Housing Inspections					**				1996
S-o Electromagnetic Fields					**				Ongoing
S-p Emergency Response	**	**	**	**	**	**	**	All	Ongoing
S-q Emergency Plan						**			Ongoing
S-r Emergency Power						**			Ongoing
S-s Monitoring of Water, Sewer and Lagoon Systems						**			Ongoing
S-t Water Supply						**			Ongoing
S-u Water Delivery System						**			Ongoing
S-v Police Services								Police	Ongoing
S-w Crime Prevention								Police	Ongoing
S-x Development Review for Crime Prevention								Police	Ongoing

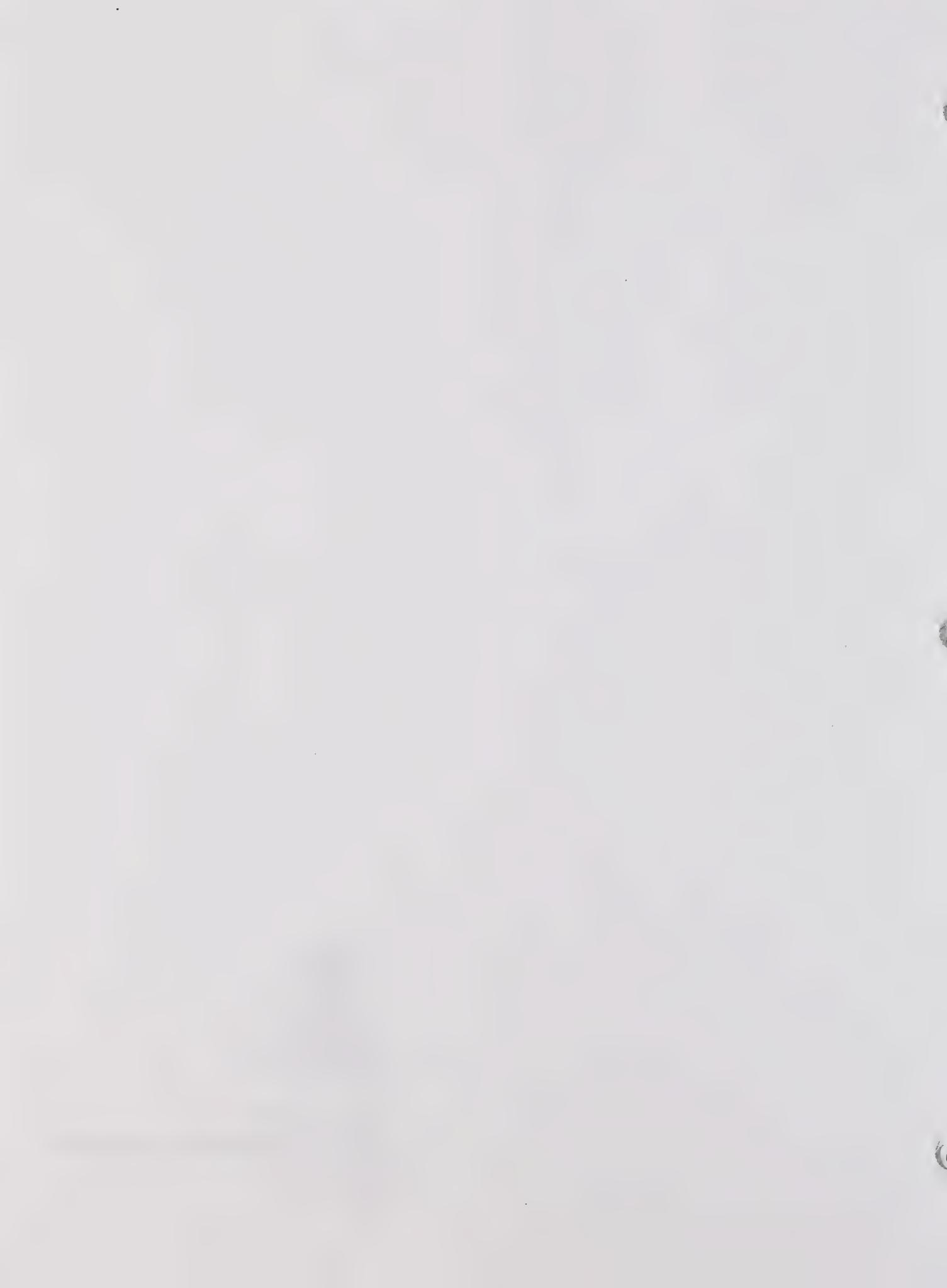


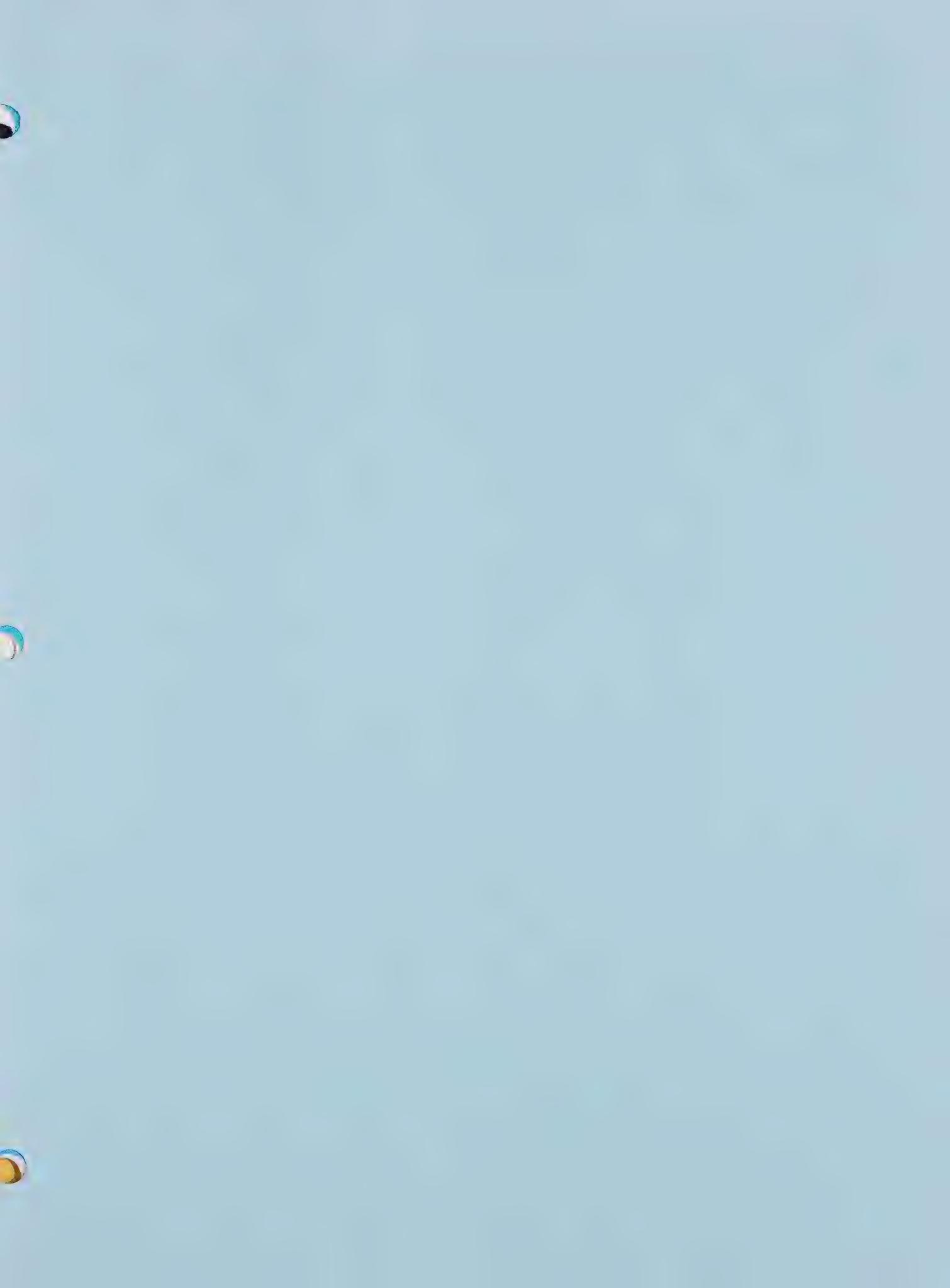
**Chapter 8.**  
**Residential Neighborhoods**  
**Conservation Element**  
*(to be added)*





**Chapter 9.**  
**Implementation Program**  
**Priorities**  
*(to be added)*











C.L.

RESOLUTION NO. 94-44

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF FOSTER CITY ADOPTING AN AMENDMENT TO THE FOSTER CITY GENERAL PLAN TO REMOVE THE EAST THIRD AVENUE/SR 92 INTERCHANGE FROM THE GENERAL PLAN AND MAKING FINDINGS PURSUANT TO SECTIONS 15091-15093 OF THE STATE CEQA GUIDELINES INCLUDING A STATEMENT OF OVERRIDING CONSIDERATIONS -- CITY OF FOSTER CITY -- EA-94-002, GP-94-002

CITY OF FOSTER CITY

WHEREAS, the City of Foster City desires to maintain a General Plan that complies with the mandatory requirements of the California Government Code (Section 65300 et seq) and reflects the desires of the community for the future development of the City; and

WHEREAS, in 1993 the City Council of the City of Foster City adopted a revised comprehensive, long-term general plan for the physical development of the City and planning area pursuant to California Government Code Section 65300 et seq.; and

WHEREAS, the City of Foster City, in accordance with the requirements of the California Environmental Quality Act (CEQA), the State CEQA Guidelines adopted by the Secretary of Resources, and the City of Foster City Environmental Review Guidelines, caused to be prepared an Environmental Impact Report (EIR) which analyzed the impacts of the revised General Plan including an alternative that removed the East Third Avenue/SR 92 Interchange from the General Plan (SCH #92073017, EA-92-005); and

WHEREAS, the City Council certified said EIR on May 17, 1993 by adoption of Resolution No. 93-58; and

WHEREAS, pursuant to General Plan Policy LUC-51.c and General Plan Program LUC-33, the City Council appointed a subcommittee to perform a review and analysis of how to prevent a possible future connection of Beach Park Boulevard and an interchange at East Third Avenue/SR 92, and the subcommittee concluded that such a connection could be made difficult but not impossible; and

WHEREAS, on February 7, 1994 the City Council found that it is in the best interests of the City--its resident population, its daytime workforce population, existing neighborhoods in the vicinity of the proposed interchange and the City's overall physical development--to delete or amend Policies LUC-50 and/or LUC-51.c of the Land Use and Circulation Element of the Foster City General Plan; and

WHEREAS, on February 7, 1994 the City Council directed the Planning Commission to prepare, hold Public Hearings as required on and offer its recommendation regarding an amendment to the Land Use and Circulation Element of the General Plan to remove the East Third Avenue/SR 92 Interchange from the General Plan; and

WHEREAS, a public notice was duly mailed, published, and posted indicating that the City intended to use the Final Environmental Impact Report on the General Plan Revision for the City of Foster City dated April 1993 as the environmental document for the project; and

WHEREAS, a Notice of Public Hearing was duly posted, published, and mailed for consideration of the Final EIR at the Planning Commission meeting of March 17, 1994, on said date the Public Hearing was opened, held and closed and on said date the Planning Commission recommended certification of the Final EIR in Resolution P-11-94 and recommended approval of the General Plan Amendment in Resolution P-12-94; and

WHEREAS, the City Council is required by state law to hold at least one Public Hearing before adopting an amendment to the General Plan; and



WHEREAS, a Notice of Public Hearing was duly posted, published, and mailed for consideration of the General Plan Amendment to delete the East Third Avenue/SR 92 Interchange from the General Plan at the City Council meeting of April 18, 1994, on said date the Public Hearing was opened, held and closed;

WHEREAS, the Final EIR identified significant environmental impacts of the proposed General Plan Amendment; and

WHEREAS, in response to the impacts identified in the Final EIR, mitigation measures have been incorporated into the project, as described herein; and

WHEREAS, it is the policy of the State of California and the City of Foster City, as provided in CEQA, the State CEQA Guidelines, and the City of Foster City Environmental Review Guidelines that the City shall not approve a project if it would result in significant environmental impacts if it is feasible to avoid or substantially lessen these impacts; and

WHEREAS, Section 15091 of the State CEQA Guidelines requires that the City Council make one or more of the following findings when approving a project for which a Final EIR has been completed, and which identifies one or more significant adverse environmental effects, along with statements of facts supporting each finding; and

FINDING 1 - Changes or alterations are required in, or incorporated into, the project which mitigate or avoid the significant environmental effects thereof as identified in the Final EIR.

FINDING 2 - Such changes or alterations are within the responsibility and jurisdiction of another public agency and not the agency making the finding. Such changes have been adopted by such other agency or can, and should be adopted by such other agency.

FINDING 3 - Specific economic, social, or other considerations make infeasible the mitigation measures or project alternatives identified in the Final EIR.

NOW, THEREFORE, BE IT RESOLVED that the City Council of the City of Foster City does hereby approve the General Plan Amendment to delete the East Third Avenue/SR 92 Interchange from the General Plan as indicated in Exhibit A to this Resolution.

BE IT FURTHER RESOLVED that the City Council has reviewed the Final EIR and considered the information contained therein and hereby finds that the project, as proposed, would have those significant environmental impacts summarized in the Final EIR for the "Preferred Plan-No Interchange Alternative", as listed in the following section of this Resolution.

The following section sets forth all adverse effects found to be significant for the General Plan Amendment as identified in the Final EIR, and with respect to each effect makes one or more of the findings set forth above, and states mitigation measures included as facts in support of such findings.

#### **A. Significant Circulation Impacts**

A.1. Impact: Even if all mitigation measures believed feasible are implemented, four intersections will operate at LOS E or F:

- Foster City Blvd./Metro Center Blvd./Triton Drive
- Chess Drive/SR 92 Ramps
- East Hillsdale Blvd/Edgewater Blvd.



- Norfolk Ave./East Hillsdale Ave. (outside Foster City)
- Mariner's Island Blvd./Fashion Island Blvd. (outside Foster City)

This is identified as an unavoidable adverse impact as discussed below.

Finding: The City Council hereby makes Finding 3, as noted above.

Mitigation Included in the Plan: See discussion of unavoidable adverse impacts below.

A.2. Impact: Traffic Levels of Service (LOS) at Edgewater Boulevard/SR 92 Ramps would operate at LOS E or F.

Finding: The City Council hereby makes Finding 1, as noted above.

Mitigation Included in the Plan: The Plan incorporates Transportation Systems Management (TSM) programs and includes intersection improvements that would result in this intersection operating at LOS D.

#### B. Significant Noise Impacts

B.1. Impact: The elimination of the East Third Avenue/SR 92 Interchange will cause increased noise levels along the following streets compared to existing (1992) noise levels (a 3 decibel increase is the threshold for discerning a change by the human ear):

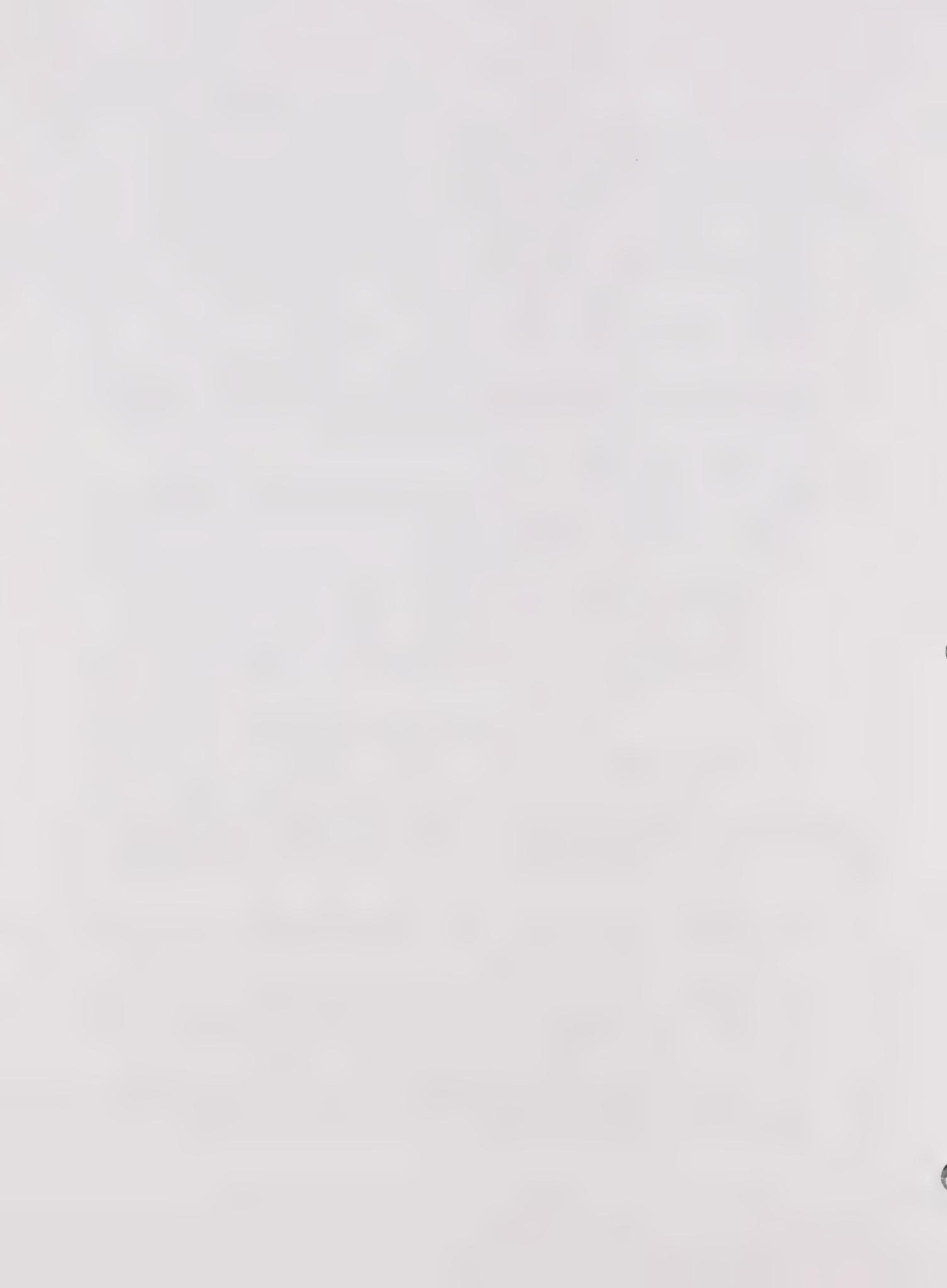
- Beach Park Blvd. between Marlin Ave. and Foster City Blvd. -- a 3-4 decibel increase
- East Third Avenue between Lakeside Drive and March Drive -- a 3-4 decibel increase
- Foster City Blvd. between East Third Avenue and Chess Drive -- a 3-4 decibel increase
- Vintage Park Drive between Chess Drive and Lakeside Drive -- a 4-5 decibel increase

Finding: The City Council hereby makes Findings 1 and 3, as noted above.

Mitigation Included in the Plan: Noise compatibility standards will require noise studies.

BE IT FURTHER RESOLVED, that the Final Environmental Impact Report on the General Plan Revision identifies five project alternatives in addition to existing (1992) conditions and that the City Council considered these alternatives and, pursuant to CEQA Section 21081(c), the City Council finds that each of the alternatives to the Project described in the Final EIR is infeasible for the following reasons:

1. **Existing Plan (No Project).** This alternative would result in the continued use of a General Plan that does not conform to the requirements of state law for general plans and is therefore not a viable alternative.
2. **Preferred Plan with Third Avenue Interchange.** This alternative would be unreasonably costly in light of the benefits projected in traffic levels of service, would result in unavoidable impacts to wetlands, and would leave open the possibility of a connection of the interchange to Beach Park Blvd., a feature that is not acceptable to the community.
3. **LOS D Plan with Third Avenue Interchange without Connection to Beach Park Boulevard.** This alternative would result in the same number of intersections operating at LOS E or F as the proposed Plan and would



result in significantly lower development potential at a number of sites and a General Fund deficit as a result of lower development potential.

4. **LOS D Plan Reduced Land Use Plan with Third Avenue Interchange without Connection to Beach Park Boulevard.** This alternative would result in the same number of intersections operating at LOS E or F as the proposed Plan and would result in significantly lower development potential at a number of sites and a General Fund deficit as a result of lower development potential.
5. **Maximum Revenues with Third Avenue Interchange with Connection to Beach Park Boulevard.** This alternative would result in the same number of intersections operating at LOS E or F as the proposed plan or LOS D plan. This alternative would result in slightly higher revenue to the City but would result in denser development in some areas of the City than any of the other alternatives or the Preferred Plan and no site reserved for a high school.

BE IT FURTHER RESOLVED that the Final EIR on the General Plan Revision identifies two unavoidable significant adverse impacts of the General Plan Amendment. These impacts cannot be fully mitigated by changes or alterations to the basic project, as follows:

#### 1. Intersections with Traffic Levels of Service E or F.

**Impacts:** Even if all mitigation measures believed feasible are implemented, four intersections will operate at LOS E or F:

**Finding:** The City Council hereby makes Findings 2, and 3, as noted above.

**Mitigation:** The Plan includes Transportation Systems Management (TSM) programs to reduce trips. There are no feasible mitigation measures for these intersections because the right-of-way is used to the maximum extent feasible and adjacent buildings would make acquisition of additional right-of-way cost-prohibitive. The Plan balances traffic level of service conditions with economic development and the fiscal needs of the City to provide adequate services.

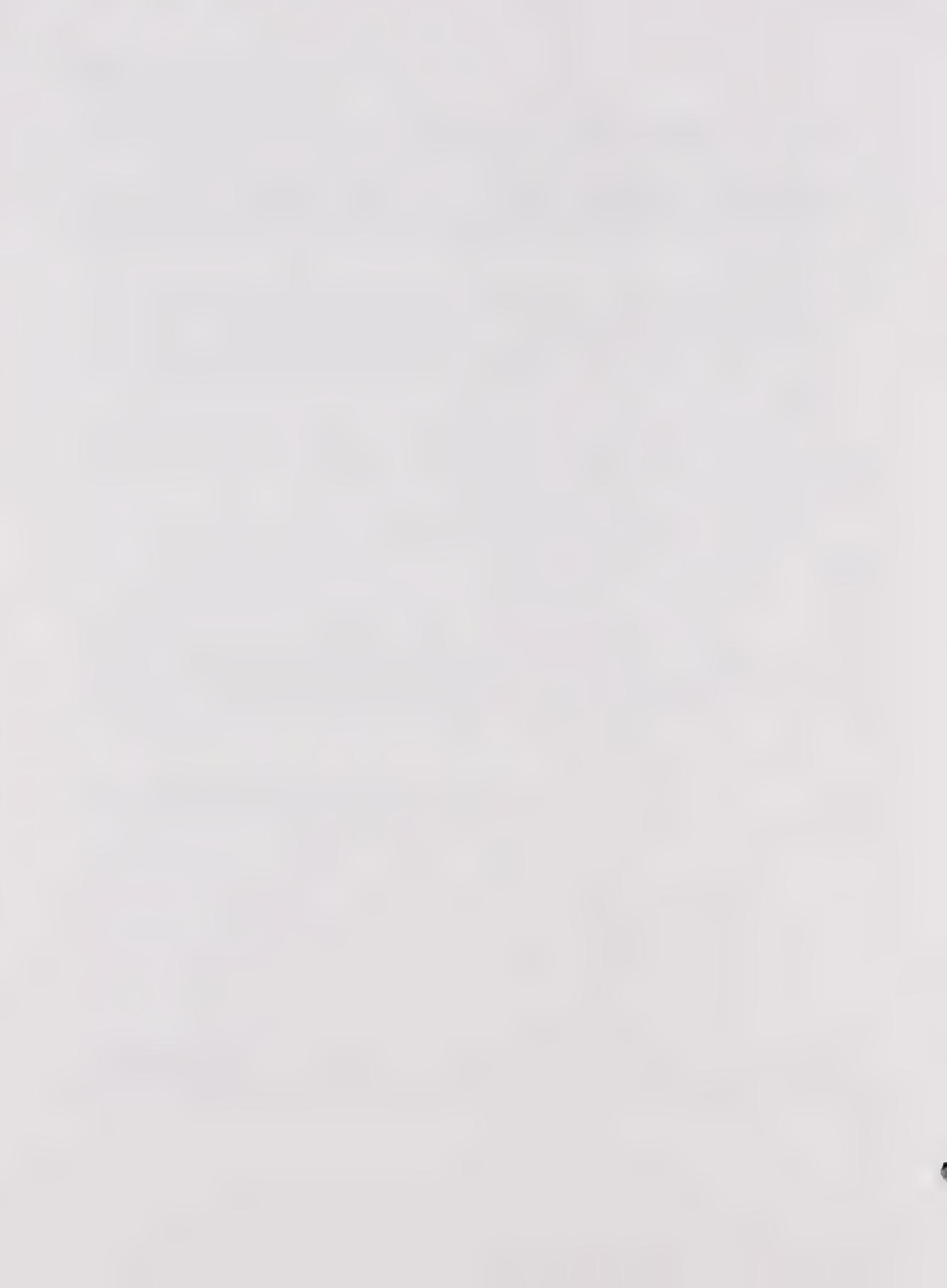
#### 2. Significant Noise Impacts

**Impacts:** The elimination of the East Third Avenue/SR 92 Interchange will cause increased noise levels along the following streets compared to existing (1992) noise levels (a 3 decibel increase is the threshold for discerning a change by the human ear):

- Beach Park Blvd. between Marlin Ave. and Foster City Blvd. -- a 3-4 decibel increase
- East Third Avenue between Lakeside Drive and March Drive -- a 3-4 decibel increase
- Foster City Blvd. between East Third Avenue and Chess Drive -- a 3-4 decibel increase
- Vintage Park Drive between Chess Drive and Lakeside Drive -- a 4-5 decibel increase

**Finding:** The City Council hereby makes Finding 3, as noted above.

**Mitigation:** Noise compatibility studies will be required for new development in areas subjected to high noise levels; however, there are no feasible mitigation measures to address increased noise impacts to existing developments in these areas.



BE IT FURTHER RESOLVED that upon review and consideration of the Final EIR and other documents prepared as part of the General Plan Revision process, the City Council has weighed the benefits of the proposed project against its unavoidable adverse environmental effects and hereby determines that those benefits outweigh the risks and adverse environmental effects and therefore further determines that these adverse environmental effects are "acceptable". The City Council recommends that the City Council make the following written findings of overriding considerations, identifying the specific reasons why the City has determined that the economic, social or other benefits of the project outweigh the unavoidable adverse environmental effects and the additional possible mitigation measures identified above and contained in the Final EIR pursuant to Section 15093 of the CEQA Guidelines.

1. **The ability of the City to mitigate certain impacts is shared with other agencies.** The following agencies share responsibility for transportation planning and land use decisions affecting traffic:

- (a) Actions related to circulation, parking, public facilities, housing and economic development within the Redevelopment Project Area by the Foster City Community Development Agency;
- (b) Highway 92 traffic (State of California, County of San Mateo, other jurisdictions participating in the San Mateo County Transportation Authority);
- (c) Land use and transportation planning adjacent to the Foster City Planning Area (City of San Mateo);

2. **The substantial public benefits of the Amendment outweigh the environmental impacts:**

- (a) The monies that would have been expended by the City can be used for other purposes that would more directly benefit the citizens of Foster City;
- (b) Impacts to wetlands will be avoided;
- (c) The possibility of a future connection of the interchange to Beach Park Boulevard will be eliminated.



PASSED AND ADOPTED as a Resolution of the City Council of the City of Foster City at the Regular Meeting held on the 18th day of April, 1994, by the following vote:

AYES: Councilmen Bramlett, Chinn, Townsend, Yee and Mayor Field

NOES: None

ABSENT: None

ABSTAIN: None

*Bob Field*

BOB FIELD, MAYOR

ATTEST:

*Therese Tyree*

THERESE TYREE, CITY CLERK

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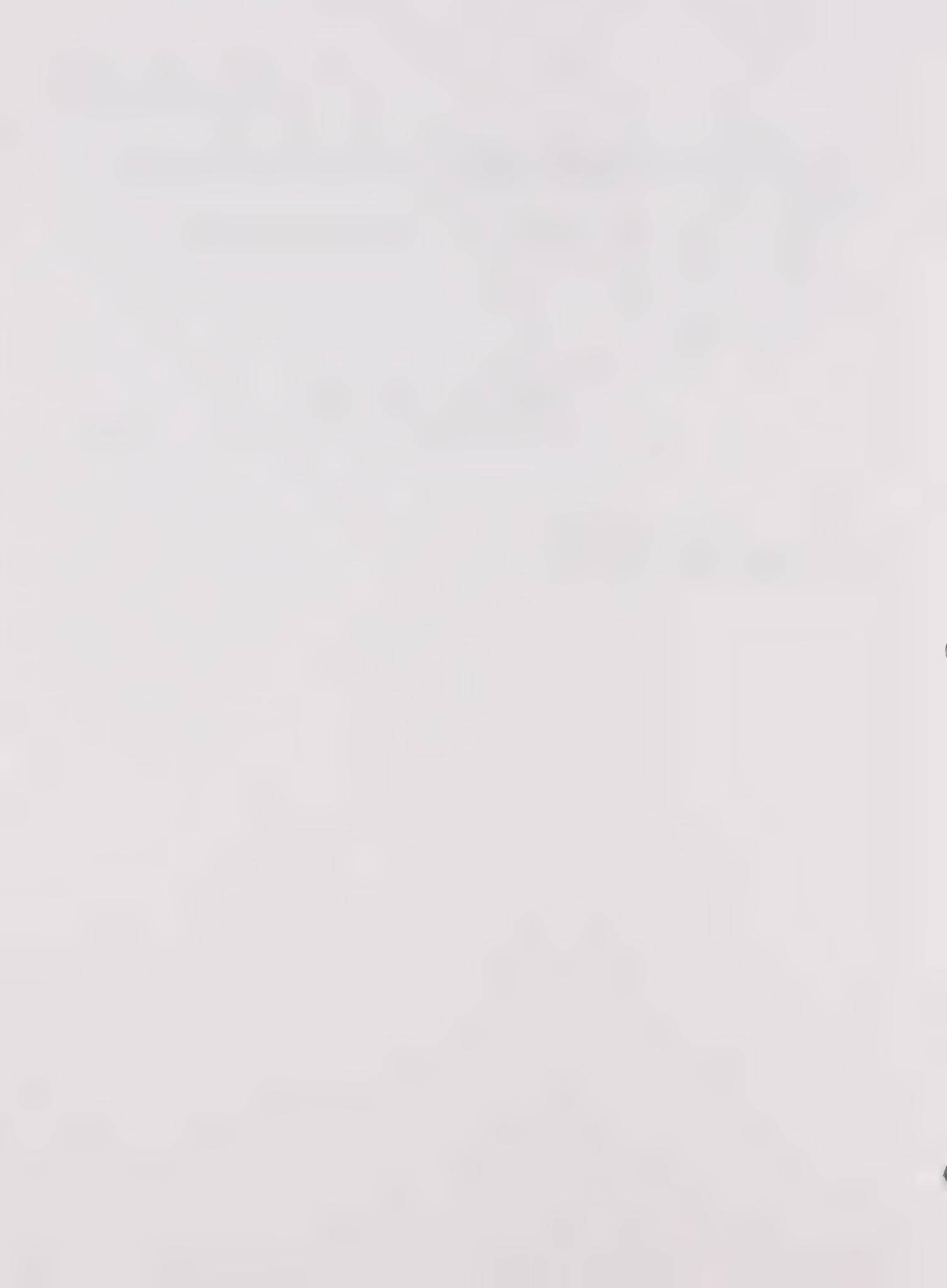


EXHIBIT A

GENERAL PLAN AMENDMENT - REMOVAL OF EAST THIRD AVENUE/SR 92 INTERCHANGE

The Land Use and Circulation Element of the Foster City General Plan shall be amended as follows:

The initial paragraph of LUC-50 shall be amended as follows:

**"Traffic Level of Service Standards.** The City shall seek to achieve a traffic service level of "C" or better on City streets and level of "D" or better during peak hours, although it will be necessary to accept level of service "E" or "F" at the Chess Drive/SR 92 Ramps, the Foster City Blvd./Metro Center Blvd./Triton Drive, and the East Hillsdale Blvd./Edgewater Blvd. intersections, through the following means:"

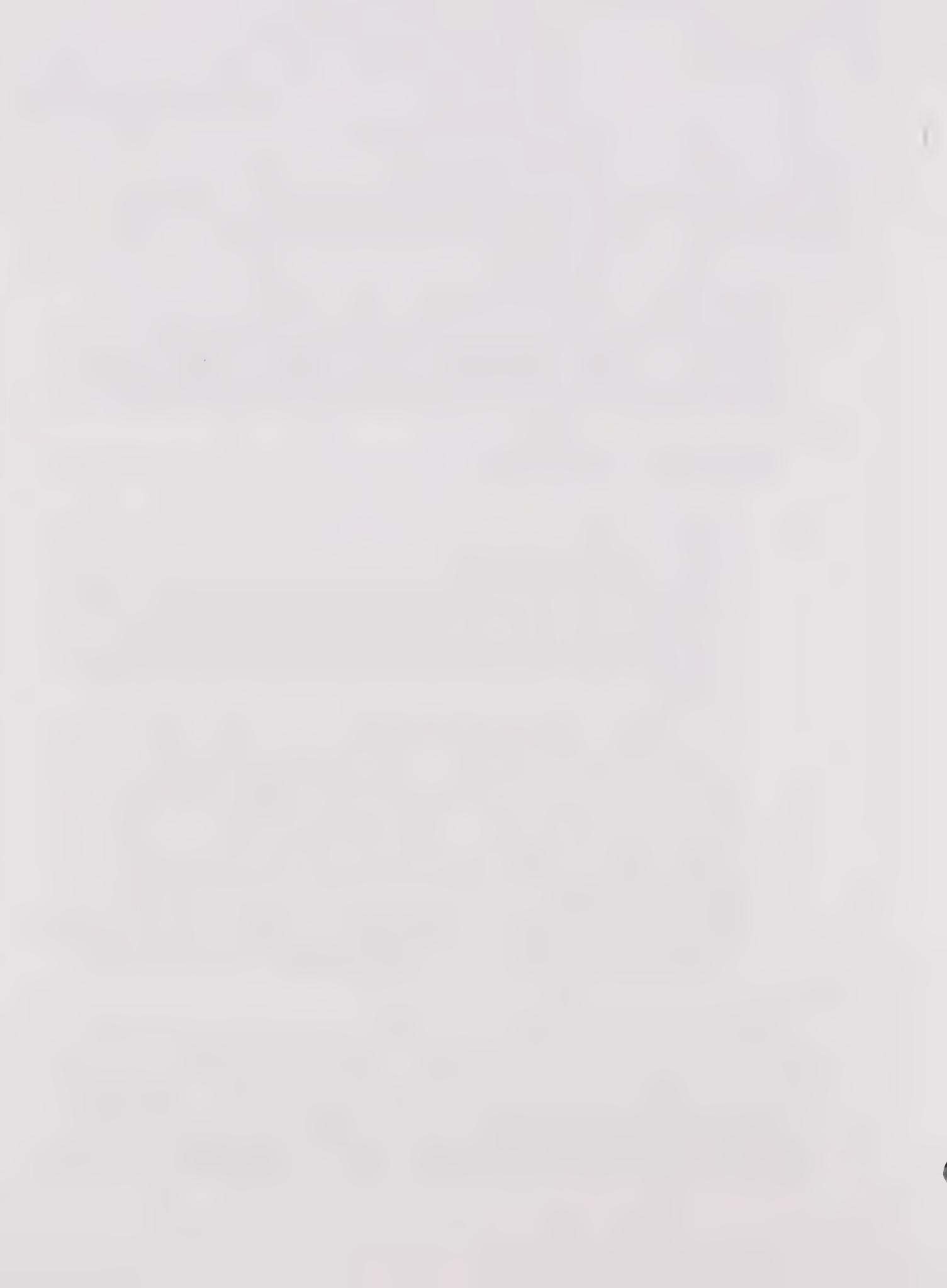
Policy LUC-51 shall be revised as follows:

**"Improvements to Existing Streets.** The City will maintain and improve the existing system of major and collector streets, including:

- a. East Hillsdale Boulevard.....shall be maintained as arterial (major) streets.
- b. Collector streets, currently shown on Map GP-5, Street Network Map, shall be maintained as such.
- c. An interchange with State Route 92 and East Third Avenue shall be provided at the San Mateo Bridge Landing. Further construction of the interchange shall not begin until such time as the matter of preventing a possible future connection to Beach Park Boulevard by committing the land required for it to permanent open space, wetlands, wildlife habitat or another land use capable of preventing a connection, has been studied to the satisfaction of the City Council.
- cd. Metro Center Blvd./Triton Dr./Foster City Blvd. Intersection Improvements. Improve the Metro Center Blvd./Triton Dr/Foster City Blvd intersection as follows: (1) restripe the eastbound Metro Center Blvd. to provide two left, one through-right and two one right-turn lanes; (2) relocate the southerly crosswalk to the north side; and (3) modify the signal operation to left-turn phasing.
- de. Edgewater Blvd/SR 92 Ramps Intersection Improvements. If feasible, re-stripe southbound lanes to provide two through and two left-turn lanes in order to achieve LOS D.
- e. Chess Drive/SR 92 Ramps Improvements. Widen the westbound off-ramp from SR 92 onto Chess Drive to provide one left-turn lane and one left-through lane.
- f. East Third Avenue Improvements. Improve East Third Avenue from Foster City Boulevard to 550' east of Lincoln Center Drive to include two travel lanes, a sidewalk on the south side, and a cul-de-sac at the eastern terminus of the street.

Program LUC-j shall be revised as follows:

**"Land Use and Recreation Plan for Werder Pier and the Adjacent Areas.** Foster City will work in conjunction with San Mateo County and the State of California to develop a land use and recreation plan for Werder Pier and the adjacent areas. There are 9.37 acres of state-owned lands in addition to the 2.8-acre pier and parking site. The pier has historically been used as a public fishing site, and thus serves a valuable recreation purpose. A proposed State Route 92 interchange and East Third Avenue connection would require a portion of this site. Once the City has determined the configuration of the interchange, and confirmed that it



will be constructed, the City will assist the county in the preparation of a mutually-acceptable plan for the use of the ~~remainder of the~~ site. At a minimum, the plan should accommodate continued use of the pier, other recreation needs, and the use of the area under the San Mateo Bridge. The plan should address traffic circulation, waterfront access and use, linkage to the levee trail system, and neighborhood impacts, among other issues."

Program LUC-bb shall be revised to reflect the configuration of the proposed improvements at the Foster City Blvd./Metro Center Blvd./Triton Dr. intersection approved as part of the Orchard Supply Hardware project as follows:

**Foster City Blvd./Triton Dr./Metro Center Blvd. Intersection Improvements.**  
If feasible, add the following mitigation measures in order to achieve LOS D in the morning and evening peak hours:

- Modify eastbound striping to two left, one through and right combined and two right-turn lanes. ~~No additional widening is required.~~
- ~~Relocate the pedestrian crosswalk across Foster City Blvd. from the south side to the north side of the intersection.~~
- ~~Modify signal phasing from east/west "split" phase to "left turn phasing."~~

Program LUC-ee relating to the East Third Avenue/SR 92 Interchange shall be eliminated and a new program added as follows:

**Chess Drive/SR 92 Ramp Improvements.** ~~Widen the westbound off-ramp from SR 92 onto Chess Drive to provide one left-turn lane and one left-through lane.~~

#### **General Plan Text**

There are several places in the text of the General Plan that mention the East Third Avenue/SR 92 Interchange. Several maps show data that will be modified to reflect the elimination of the Interchange from the Plan. Copies of the affected pages are attached with these sections highlighted. Staff will make the appropriate edits to the General Plan text to the areas highlighted on the attached pages. In most cases, these sections will simply be deleted. In other cases, some minor editing will be required.





## LAND USE PLAN

### RESIDENTIAL

	APARTMENT		SINGLE FAMILY (ALL OTHER AREAS W/N CITY LIMITS)
	CONDOMINIUM		TF TWO FAMILY
	TOWNHOUSE		

### COMMERCIAL AND INDUSTRIAL

	TOWN CENTER COMMERCIAL		SC SERVICE COMMERCIAL
	WATERFRONT COMMERCIAL		NC NEIGHBORHOOD COMMERCIAL
	RESEARCH/ OFFICE PARK		LIGHT INDUSTRIAL

### OTHER

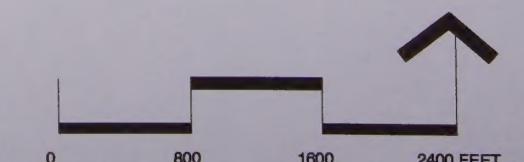
	PARKS		S SECONDARY SCHOOLS
	SP PUBLIC/ SEMI PUBLIC		E ELEMENTARY SCHOOLS (INCLUDING MIDDLE SCHOOLS)
	OPEN SPACE		
	WATER		SPECIAL STUDY AREA

----- CITY BOUNDARY

----- POWERLINE

MAY 1993

GP-4

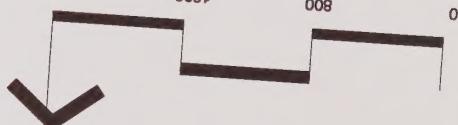


CITY OF  
FOSTER CITY  
GENERAL PLAN



CITY OF  
FOSTER CITY  
GENERAL PLAN

2400 FEET



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GP-4

MAY 1993



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**ACCOPRESS®**

25970	YELLOW
25971	BLACK
25972	LIGHT BLUE
25973	DARK BLUE
25974	LIGHT GRAY
25975	LIGHT GREEN
25976	DARK GREEN
25977	TANGERINE
25978	RED
25979	EXECUTIVE RED

GENUINE PRESSBOARD

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